

Standards for State and Local
Compulsory School
Attendance
Service

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STANDARDS FOR STATE AND LOCAL
COMPULSORY SCHOOL
ATTENDANCE
SERVICE

BY
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Submitted in partial fulfillment of the
requirements for the degree of Doctor
of Philosophy in the Faculty of Phil-
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J. L. L.



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INTRODUCTION

Compulsory education is an accepted principle in the United States today; every state has provisions in its education law which require attendance at school (for a period of time each year) of all children between certain ages. There is little uniformity, however, in the requirements of different states as to the length of term, the number of days attendance and the exemptions granted to children. There is also lack of uniformity in the methods of enforcing the laws and the agencies provided by the different states.

The Purpose of this Study has been:

1. To find how the laws enacted by the state differ with regard to the attendance requirements, length of school term, exemptions granted, the taking of the census, provision made for the care and education of handicapped children, and the provision for the control of delinquency.
2. To discover what agencies have been provided by the state to control the attendance service, such as state accounting bureaus and supervisors, state and local attendance officers, and agents for the control of the handicapped and delinquent children.
3. To discover the methods used by some of the successful states in the enforcement of the attendance laws.
4. To propose desirable attendance law requirements and methods of enforcement, based on the status of the attendance laws and the principles which have proved theoretically desirable.

Sources of Data:

The school codes and annual reports of the state departments of education were read to find what attendance provisions have been made and the agencies established for their enforcement. The history of the state attendance laws was investigated to find when the laws were enacted and what agencies were established; also to find which state laws were revised to make them more effective and when the changes were made.

Field studies were made in the state departments of Ohio, Massachusetts, Indiana, New York, Pennsylvania, Maryland, Delaware and Connecticut. In these investigations first hand information was secured in each state as to the procedure of the state departments relative to the enforcement of the law, to the forms prescribed by the state for the use of local officers, to the attitude of the state department toward enforcement, and to the actual administrative organization for attendance service.

A questionnaire, shown in Table 29 was used to find the attitude of the teachers in the schools of Pennsylvania toward the attendance

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registers and reports required by the State Bureau of Child Helping and Accounting.

The results of scientific investigation of various agencies were also used in the proposed revisions which were made to the Osceola Code, related in Chapter VI. Included in the investigations are those made by the United States Bureau of Education, Children's Bureau in the United States Department of Labor, National Child Labor Committee, Emmons¹ investigation and others.

Method of Treatment of Data:

1. The historical method was used to find the states which founded the different types of attendance organizations and to discover the legislative trends for the establishment of state enforcement agencies.

2. The descriptive method was used to describe the various types of state organization found in Chapter IV for the enforcement of the attendance laws.

3. The analytical method was used to find what types of attendance organizations and agencies have proved most desirable for the enforcement of the law.

4. The statistical method was employed in the analysis of attendance laws in Chapter I to find what relationship existed between attendance and effort of the states to support education; between attendance and the types of states, whether agricultural or industrial; and between attendance and the number of desirable provisions in the attendance laws.

Method of Attack:

In the solution of this problem the following steps were necessary:

1. The history of the leading states in the enforcement of attendance was studied in order to find what agencies were adopted for the control of attendance service. The dates the laws were enacted, the states which have revised their laws, and the effect of revision upon enforcement, were sought. No attempt was made to investigate the history of the attendance laws in the states other than to determine what agents were provided because the history of the laws has been carefully studied by Perrin,² Ensign³ and Jernegan.⁴

(1) Emmons, F. E. "City School Attendance Service." Teachers College, Columbia University, 1926.

(2) Perrin, John W. "The History of Compulsory Education in New England." Meadville, Pa. 1896. Chicago University Thesis.

(3) Ensign, F. C. "Compulsory School Attendance and Child Labor." Teachers College, Columbia University, 1921.

(4) Jernegan, M. W. "Compulsory Education in the American Colonies." School Review, 1918 pp 734-749.

2. At the outset of this investigation a part of the problem consisted of the tabulation and analysis of the provisions of the attendance laws of all the states. This work was being done at the same time by the United States Bureau of Education⁵ and the results of this study have been published. The tabulation, although completed, has been omitted in this study. Some of the relationships which were not revealed by the above study have been included in these findings in Chapter II.

3. The laws relating to the methods of enforcing the compulsory attendance in all the states were carefully reviewed. This was done to find the different kinds of organizations and the agencies established for attendance service. The data collected for each state were then assembled in a diagram which represented the state and local control of the attendance service. These diagrams were sent to the respective State Superintendents of Education for verification or for correction. All the diagrams were returned except the one from Nevada. When returned, the diagrams were analysed for the different factors in each kind of control exercised, and then they were arranged in groups according to the types of organizations found in the states. Eight diagrams representative of different types, are found in Chapter IV. They are for the states Ohio, Massachusetts, Indiana, New York, Pennsylvania, Maryland, Delaware and Connecticut.

4. The fourth part of this problem was to make a personal investigation of some of the more successful states employing different methods and agents for the control of attendance service. Massachusetts of the New England States, and Ohio of the Central States were chosen to represent states with control almost completely vested in local school officers. Maryland, a Southern state, represented states with control vested in county superintendents of schools. New York and Pennsylvania, Eastern Industrial States, were representatives of states with local enforcement but highly centralized child accounting bureaus and state supervisors. Indiana, a Central State, represented the type of organization in which enforcement is through local attendance officers, but in which the state department of education through its supervisor of attendance, has a great deal of power over the local officers. Connecticut in New England and Delaware in the South were investigated as representatives of states with a great amount of control retained by the state, and with state attendance officers for local enforcement of the law.

5. The fifth step was the analysis of the state attendance law provisions to find the provisions and agents established for enforcement. This was done to establish the basis for the formulation of the

(5) Keesecker, Ward W. "Laws Relating to Compulsory Education," U. S. Bureau of Education Bulletin No. 20, 1928.

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desirable attendance law specifications and agencies for its enforcement.

6. The sixth part was the formulation of a desirable attendance law specifications and the best method of enforcing them. No attempt was made to write a complete law because this has always been written by Cubberley,⁶ and every State in the Union has its attendance law, but desirable standards are proposed which have been enumerated as a result of this study.

The Results of this Study are presented in the following order:

1. Foundations for the study of State Attendance Service.
2. The Present Status of Attendance Laws and the Specifications of a Desirable Law.
3. State and Local Agencies Provided by the States for the Control of Attendance Service.
4. Provision made for Attendance Enforcement in Eight Selected States.
5. Merits of Agencies Established for Enforcing Attendance.
6. Provisions of a desirable method for attendance enforcement.

(6) Cubberly, E. P. *State and County Education Reorganization*. 1918.

CHAPTER I

FOUNDATION FOR THE STUDY OF STATE ATTENDANCE SERVICE

The following phases of attendance service were studied to get a background for the study of attendance enforcement by the different states of the Union:

1. The History of the Agencies Established for Attendance Enforcement.
2. State Attendance Law Revisions.
3. Legislative Tendencies.
4. Investigations Made in the Field of Attendance Service.
5. Growth in Efficiency of the Attendance Service in the United States Since 1870.
6. Present Status of State Attendance Enforcement.

Each of these subjects and its contributions is discussed in the following pages in the numerical order.

The History of Agencies Established for Attendance Enforcement:

As the history¹ of the attendance laws has been thoroughly treated for several of the states which have been leaders in the compulsory education movement, this discussion is accordingly confined to the agencies adopted by the states for the enforcement of these laws.

Massachusetts in 1852 was the first state to pass a compulsory attendance law. In² this law it was provided that:

"The truant officers and school committees of the several cities and towns shall inquire into all cases of neglect of the duty prescribed in the preceding section and ascertain from the persons neglecting the reasons, if any, therefor; and shall forthwith give notice of all violations, with the reasons, to the treasurer of the city or town, and if such treasurer wilfully neglects or refuses to prosecute any person liable to the penalty provided in the previous section, he shall forfeit the sum of \$20.00."

This law, which seemed to make provision for enforcement, gave the school committee no authority, and as the treasurer had no direct interest in such duties little might be expected from it. There³ is no evidence that this law increased the attendance appreciably for

(1) See page 12.

(2) Deffenbaugh, W. S. "Compulsory School Attendance." U. S. Bureau of Education Bulletin Number 2, 1914, p9.

(3) Ensign. Op. Cit. p52.

the first twenty years after its enactment, but by 1890 it had been so amended that it⁴ had become fairly effective. This law, while it was weak and poorly enforced by the local authorities, was an attempt which served as a means of educating public opinion; it kept the question before the people and acted as a guide to other states in the establishment of their attendance laws.

When⁵ the states did enact compulsory education laws the plan adopted by Massachusetts was generally accepted and enforcement was left to local authorities. New York in 1853 was the first to follow Massachusetts's lead; then Vermont in 1867; New Hampshire, Michigan and Washington Territory in 1871; and Mexico in 1872. Table 2 shows that by 1900 thirty-one states had enacted some form of compulsory education law and when in 1918 Mississippi accepted the principle, every state in the Union had made attendance at school compulsory for children between certain ages.

Connecticut was the one State which adopted a different method of enforcing attendance from that adopted by the other states. No attendance law was enacted until 1872, but the law⁶ was enacted in 1842 which prohibited the employment of children under fifteen years of age unless they attended school three months of the year. The law of 1842 stated that an employed child must have a certificate from his teacher which could be presented to the board of town visitors when the establishment was inspected. If the certificate could not be produced a fine of twenty-five dollars was imposed upon the employer.

The Connecticut Child Labor Law of 1869⁷ retained the employment certificate of the former law and made provision to fine both the parent and employer for non-compliance. The attendance law which was passed in 1872 was the completion of the child labor legislation enacted three years previously. The chief provision of this law was the appointment of state officers to help in the local enforcement of the laws. The local enforcing officers were still the school visitors and grand jurors, but the state's attorneys, in their respective counties, were added and also a state agent appointed by the State Board of Education.

In the early administration of the Connecticut⁸ laws the state agent was authorized to enforce the laws relating to the employment of minors, and the school visitors and local truant officers enforced attendance. In 1887, the state appointed several officers and made them responsible for the enforcement of both the employment and

(4) Deffenbaugh, W. Op. p9.

(5) Ensign, F. O. Op. Cit. p85.

(6) State Board of Education of Connecticut. "Development of State Supervision and Control in Connecticut." 1926 p40.

(7) Ibid. p49.

(8) Ibid. p56.

attendance laws. Since then others have been added until at present there are eight state agents, besides two prosecuting agents. Connecticut has never changed its policy of state enforcement, and is today considered by many as one of the more efficient states in the enforcement of the attendance and child labor laws.

State Attendance Law Revisions

Connecticut was the only one of the early states to adopt the policy of state control of attendance service. Other states have since found that the local authorities could not be relied upon to carry out the provisions of the law and have revised their laws to provide for state control, to a greater or less degree, and have accordingly established state agencies for supervision of the work of the local officials.

New York in 1904 was the first state to revise its laws. An Attendance Division was created in the State Department of Education with a director in charge who had oversight of the attendance of the state; it was his duty to find methods of increasing attendance at school. In⁹ the beginning an office force of one clerk and one stenographer was all that was given him, and this force was not increased until 1917 when two field assistants were appointed. In¹⁰ 1920, five new field workers were added to the staff, this made a total force of seven field workers and the director. It was felt at the time that twice this number was needed if the law was to function even approximately; but because of lack of funds in the department the field staff was reduced to four members the next year, and this number is still retained.

Maryland adopted its attendance law in 1902, but remodeled it in 1916. In the new code the county was made the unit and the county superintendent made responsible for attendance results. No attendance division was provided in the state department and the only controls exercised at first by the state were the requirements that county attendance officers must be appointed and accounting made on state register forms. In¹¹ 1922 a further requirement was made that attendance officers must have academic preparation equivalent to that of an elementary school teacher of the first grade—two years of normal school training. It was further provided that the state would pay twelve hundred dollars annually on the salary if the officer were appointed with the written approval of the state superintendent of schools.

(9) Letter from the Director of Attendance Division, State of New York.

(10) 18th Annual Report of the University of the State of New York, 1922, p155.

(11) Sec. 145 Laws of 1922. Chapter 382 By Law 21.

The World War seemed to awaken some of the states to the realization that their laws were not functioning as they should through local officers. Delaware in 1919 and 1921, California in 1919, Pennsylvania and Indiana in 1921, Michigan in 1926, and Alabama in 1927 have all revised their methods of enforcement and have established state agencies and given them more or less authority over local enforcing officials.

Delaware first passed its attendance laws in 1907 and established a county board for the local administration of the law. This method did not prove satisfactory and an attempt was first made in 1919 to¹² strengthen the provisions by amendments; but even these did not prove satisfactory and in 1921 a new type of control was adopted. The old established county board was eliminated and the administration of the law was delegated to the State Department of Education. The local attendance officers were dismissed and in their place were appointed four visiting teachers who were directly responsible to the State Department. The law originally provided that attendance supervision should be a duty of the Division of Research and Statistics, but this arrangement was changed in 1922. The Director of Research and Statistics was made Assistant State Superintendent in charge of elementary schools, and both these duties as well as attendance supervision were placed under his control.

The principal change made by California¹³ in its attendance law in 1919 was the provision for a Supervisor of Attendance on the staff of the Superintendent of Public Instruction. This¹⁴ supervisor was not meant to be an enforcing officer, but his duty was rather to study the problems of school attendance, cooperate with the local supervisors of attendance in the enforcement of the laws, prepare forms for the registration of the children, gather statistics relating to them, and to organize classes for children of migratory workers. The actual work done in great part and repeatedly stressed was in encouraging communities to appoint attendance supervisors.

Pennsylvania in 1921 adopted a system similar in many respects to that of New York. A Child Helping and Accounting Bureau was established in the State Department of Education with a Director in charge, and originally one assistant field director. In 1923, another field assistant was added to the staff, whose duty was supervision of vocational education rather than of attendance. The purpose of this Bureau was to investigate ways of increasing attendance at school and to make a

(12) Annual Report, State Department of Education of Delaware 1921-1922 pp 7-11.

(13) Second Biennial Report of California State Department of Education 1920 pp 31-32.

(14) Biennial Report of California 1922, p23.

more strict accounting of the work of local school officers than had been formerly possible. The Bureau was not meant to be an enforcing agency but rather to see that local officers do enforce the law; it was given the authority to recommend that state aid be withheld for failure of the local officers to enforce the law; and where no attendance officers were appointed by a district or the laws were not properly enforced the Bureau had the power to appoint an attendance officer for the work.

The law passed by Indiana in 1921 seemed to place a great amount of authority in the State Department of Education. A State Board of Attendance was created with an executive officer in charge. This division was given authority¹⁵ first to fix the qualifications of attendance officers and the power to remove them for incompetence or neglect of duty, second it was given instructions to design and require the use of uniform system of attendance reports, records and forms for the entire state. The size of the attendance unit was also defined. Every county must appoint an attendance officer, and every town of two thousand or more children must be an independent district and also appoint an attendance officer to supervise the service.

Michigan adopted a uniform child accounting system in 1926. The Statistical Division of the State Department of Education was made responsible for the new work and the title in 1927 was changed to "Division of Child Accounting and Statistics." The title of the chief statistician in the old division was changed to "Office Administrator," and another "Field Administrator" was employed. The staff was also increased from six statisticians beside the chief in 1924 to ten statisticians beside the two administrators in 1926.

The Alabama Legislature¹⁶ of 1927 adopted a form of state attendance supervision. Instead of adding another division to those already existing in the State Department of Education, the duty was delegated to the Division of Education Administration. A supervisor of attendance was appointed in this Division whose duty was to help local officers improve attendance conditions and to provide forms for all reports required by the state. No extensive authority was granted the attendance supervisor but the law provided for the certification of all attendance officers by the State Certification Division, and all appointees were required to have training equivalent to two years of normal school work.

Oregon and New Hampshire revised the laws but to a less extent. Oregon in 1925 passed the law that all attendance officers must be

(15) "Child Accounting in Indiana." Blanche Merry, 1926 State Bulletin No. 85, p3.

(16) Interview with State Health Director of Alabama.

or have been holders of a valid certificate to teach in the public schools of the state and must submit evidence that they understand the problems and duties attending the service. New Hampshire¹⁷ has provided state officials to help enforce the attendance laws and also has the provision that the State Board of Education may remove incompetent local officers and appoint others when the local districts fail to do so.

Other states in the Union have amended the laws but have made no provision for state agencies for the control and enforcement of the law. The existing laws were modified to define more clearly the duties of local officers and make the penalties for noncompliance with the law more severe on the parents and children. Massachusetts and Ohio have been leaders in this type of legislation; the local officers are in complete control of the service.

Legislative Tendencies:

From the foregoing statements the following trends might be noted:

1. Early state laws, except in one state, Connecticut, made the enforcement of the law a duty of local officers.

2. New York was the only state to revise its laws and provide a state attendance division prior to the World War.

3. Since 1919 there has been a tendency for the states to establish a certain degree of state oversight for the enforcement of the attendance laws. This has probably been the result of the World war experience when state and education authorities were made to realize that local school officials when let alone do not enforce the attendance laws.

4. In the state oversight provided, there has been a tendency to provide agencies and devices to control the service in the local districts.

- (a) State officers who act as local enforcing officials; Delaware and Connecticut.

- (b) State supervisors with power of removing incompetent local officers; Indiana, New Hampshire.

- (c) State supervisor who encourage local officers in the enforcement of the law; New York, Pennsylvania, Alabama, Michigan and California.

- (d) States require educational qualifications and state certification of attendance officers: Maryland, Oregon, Indiana and Alabama.

5. In these state agencies provided two tendencies might be observed.

(17) Public Statutes 117. 34, Formerly the Governor removed attendance officers but this provision was amended in 1929 and the power was delegated to the State Board of Education.

(a) State control of the service through its agents: Connecticut, Delaware, Indiana and New Hampshire.

(b) State leadership and encouragement in the local enforcement of the law; New York, Pennsylvania, Maryland, California, Alabama, Michigan.

Investigations Made in the Field of State Attendance Service

Several studies have been made in the field of state compulsory education requirements. One of the first studies was made by Cubberley¹⁸ of supreme court decisions, laws, extracts from public documents, etc., which was set forth in concrete form in a proposed educational code for the hypothetical State of Osceola. This volume contains a complete organization which, at the time it was proposed, was considered an ideal to be attained. In the proposals were included the compulsory attendance law and the agencies provided for its enforcement. Since the publication of the Code there have been the definite legislative tendencies enumerated in the preceding pages, tendencies which make a reevaluation of the provisions of the Code possible at this time.

A second¹⁹ study was published also in 1914 which was a brief history of the Compulsory education laws. A statement was made of the problems confronting the enforcing officials and also a complete list of the compulsory attendance laws, the child labor laws, and the local officers appointed for their enforcement.

The American Federation of Labor²⁰ recently enumerated on a large sheet the provisions of the attendance and child labor laws of each state. These provisions served in this investigation as a basis for the tabulation and analysis of the attendance law provisions of the states.

A study was being made by the United States Bureau of Education²¹ of the provisions of the State Attendance laws simultaneously with this investigation. This study has already been published and makes the tabulation of the laws unnecessary here. The conclusions of the above study, the tendencies noted in legislation and also further conclusions derived in the present investigation, however, are enumerated.

Twenty²² desirable features were found in the attendance laws and the number of these features each law contained was tabulated. These features included the definite specifications which seem to increase the

(18) Cubberley, E. P. "State and County Education Reorganization," 1914, p5. Total pp. 257.

(19) Deffenbaugh, W. S. "Compulsory School Attendance," U. S. Bureau of Education, Bulletin No. 2, 1914.

(20) "Provisions of Compulsory School Attendance Laws," Prepared by the American Federation of Labor Committee on Education, 1923.

(21) Keesecker, Ward W. "Laws Relating to Compulsory Education," U. S. Bureau of Education. Bulletin No. 20, 1923.

(22) Ibid. pp 29-31.

efficiency of the law. A list of the more important features is as follows:

1. Truancy definitely defined.
2. When truancy shall cease after warning.
3. Penalty on attendance officers for neglect of duty.
4. No exemptions allowed for distance.
5. No exemptions allowed for poverty.
6. No exemptions for indefinite reasons.
7. Attendance officer must act immediately.
8. Nine years or more attendance required.
9. Minimum compulsory attendance age less than eight.
10. Maximum compulsory attendance age sixteen or more.
11. School census required annually.
12. Truancy officer with the power of arrest.
13. Regular attendance officer required.

It was concluded that a close study of the various features of compulsory school attendance laws and the corresponding school attendance in States indicates considerable correlation between certain laws and the amount of attendance.

"Laws which are more rigid and definite seem to produce, on the whole, better attendance and consequently more literacy, than the laws which are not nearly so rigid and definite. By a more rigid and definite law is meant a law having a fairly high maximum attendance age, a high standard of education for exemption and labor permits, few and definite exemptions, one placing specific duties on teachers and officers and requiring them to act immediately, providing a penalty for failing to act, etc. There are some exceptions, however, and these exceptions are doubtless partly due to many school attendance rules adopted by school boards and superintendents supplementing legislative enactments. Furthermore when we consider the fact that various and numerous provisions are diversely distributed among the different states and that various economic and social factors prevail, a few exceptions might well be taken."

The tendencies enumerated in the Bureau²³ study regarding the comparison between earlier compulsory education laws and those more recently enacted were:

1. To lengthen the period of compulsory education by making it effective at an earlier and to a later age. The establishment of kindergartens and compulsory attendance for part time continuation, or evening schools are, in part, an expression of this tendency.
2. To increase the annual required school attendance.
3. To extend the compulsory provisions to include various handicapped children; also to provide parental schools for delinquents.
4. To require more education for exemption and for labor permits.
5. To require public relief to indigent children and subject them more to the attendance law.
6. To provide transportation for children not living within the usual walking distance from school.

Other results of this study will be used in Chapter II in which the provisions made by the states will be discussed in connection with the provisions of a desirable attendance law.

Growth in Efficiency of Attendance Service in the United States Since 1870.

The United State Bureau of Education is the only source of information from which data may be secured to show the progress made

in the United States. Table 1 derived from data in the latest Bulletin²⁴ shows the progress made from 1870 to 1926.

T A B L E I
INCREASE IN SCHOOL ATTENDANCE IN THE UNITED STATES
Average Increase in the Enrollment, Length of Term and
Number of Days Attended in the United
States 1870 to 1926

	1870	1900	1910	1920	1926	*
Average number of days schools were in session	132.2	144.3	157.5	161.9	169.3	28
Average number of days attended by each pupil enrolled	94.4	99.0	113.0	121.2	135.9	71
Per cent of children enrolled attending each day	59.3	68.6	72.1	74.8	80.3	21
* Percentage Increase, 1870 to 1926						

These figures show that there has been a steady increase in all these factors for the United States as a whole, but there is still much need of improvement. The average number of days schools were in session has increased twenty-eight per cent or from 132.2 days in 1870 to 169.3 days in 1926. This might be interpreted as being from six and one-half months of twenty days each in 1870 to eight and one-half months in 1926. The average number of days attended by each pupil enrolled increased 71 per cent or from 79.4 days in 1870 to 135.9 in 1926; when this increase in attendance is considered as per cents of the number of days that school was in session in each period, it is found that this has increased from 59.3 to 80.3. This fact shows that daily attendance at school has increased from an attendance of three days out of five in 1870 to four out of five in 1926.

Present Status of State Attendance Enforcement

Table 2 shows that in 1926 the percentage in daily attendance of those enrolled varied from 66.3 per cent in Kentucky to 92.3 per cent in Indiana. A study of the factors regarding the length of time the laws have been in effect, the illiteracy of the states and the effort made by the states to support education seem in some instances to bear a relation to the efficiency of attendance service.

Table 2, columns 1, 2, and 3 show that with the exception of Texas and Delaware the states ranking highest in percentage attendance have had their laws in force many years. The efficient states for the most part include Eastern Industrial and North Central manufacturing

(24) Statistics of State School Systems. Bureau of Education Bulletin No. 39, 1927, p9.

TABLE II
STATE ATTENDANCE
RANKING OF THE STATES IN ATTENDANCE SERVICE AND
THE RANKING OF

State	*1 Ranking in daily at- tendance for each 100 enroll- ment in school 1926	2 Number Attending daily for each 100 enrolled 1926	3 Date the Attend- ance Law was en- acted.	4 Rank in per cents that school cost is of total tax 1926	5 Per cent the school cost is of total tax 1926	6 Rank in percent of Income spent for Schools 1926
Indiana	1	92.3	1897	18	33.91	17
Maine	2	88.5	1875	38	24.26	44
Oregon	3	87.6	1889	21	32.40	16
Wisconsin	4	87.5	1879	31	27.67	24
New Hampshire	5	87.2	1871	25	31.28	33
Massachusetts	6	87.0	1851	45	19.86	45
New York	7	85.9	1853	47	17.80	42
Ohio	8	85.5	1877	26	29.54	25
Vermont	9	85.4	1867	33	26.01	41
Texas	10	85.3	1915	17	34.23	29
Nevada	11	84.6	1873	15	35.06	21
Montana	12	84.3	1883	19	33.54	19
South Dakota	13	84.1	1883	7	42.03	3
Wyoming	14	84.1	1876	1	51.06	6
Kansas	15	84.0	1874	12	35.66	18
Pennsylvania	16	83.8	1895	36	25.37	37
Delaware	17	83.6	1907	46	18.00	40
Rhode Island	18	83.6	1883	41	22.64	46
North Dakota	19	83.1	1883	5	45.86	2
Connecticut	20	83.0	1872	28	28.57	27
Illinois	21	83.0	1883	30	26.06	35
Missouri	22	82.9	1905	27	28.78	30
Nebraska	23	81.9	1887	4	46.39	8
Maryland	24	81.3	1902	29	27.96	43
Utah	25	81.2	1890	10	39.98	9
Minnesota	26	81.0	1885	22	32.19	10
Michigan	27	80.8	1871	40	28.74	14
West Virginia	28	80.3	1897	13	35.45	15
Iowa	29	80.2	1902	3	46.98	4
New Jersey	30	80.2	1875	35	25.46	20
Idaho	31	80.0	1887	9	42.00	13
Washington	32	79.8	1871	14	35.18	23
New Mexico	33	77.2	1872	2	47.28	22
Virginia	34	77.0	1908	43	21.50	34
Colorado	35	77.0	1889	6	42.09	7
California	36	76.5	1874	23	31.80	5
Arizona	37	75.7	1899	8	40.55	12
Louisiana	38	75.6	1910	39	24.22	31
Georgia	39	74.4	1916	34	25.69	48
North Carolina	40	74.0	1907	48	15.09	11
Florida	41	73.1	1915	37	24.89	1
Mississippi	42	72.6	1918	42	22.09	32
South Carolina	43	71.5	1915	11	36.28	28
Alabama	44	70.6	1915	16	34.91	38
Arkansas	45	70.4	1909	20	33.47	39
Tennessee	46	69.3	1905	30	27.75	36
Oklahoma	47	68.5	1907	24	31.80	26
Kentucky	48	66.3	1896	44	21.46	47
				$r = -.0179$		$r = -.0375$

*Derivation of the data.

Columns 1 and 2, Biennial Survey of the U. S. Bureau of Education, p. 582. 1928.

Column 3, Emmons, F. E. "City School Attendance Service," p. 3.

Columns 4 and 5, Research Bulletin N. E. A., January 1929, Vol. VII, No. 1, p. 23.

Columns 6 and 7, Ibid., p. 11.

SERVICE

THE RELATIONSHIP EXISTING BETWEEN ATTENDANCE AND FACTORS RELATED TO IT.

7	8	9	10	11	12	13
Per cent of income spent for public schools 1926	Ranking of the States in illiteracy 1920	Per cent of illiteracy in the States 1920	Ranking of population of the States in Urban Center 1920	Per cent of population in Urban Centers 1920	Ranking of the States in per-capita wealth 1922	Per capita Wealth in the States 1922
3.21	12	2.21	15	50.6	28	\$ 2942
2.05	20	3.26	22	39.0	34	2586
3.25	3	1.46	16	49.9	5	4182
2.83	14	2.44	19	47.3	30	2887
2.42	24	4.36	10	63.1	24	3074
1.94	26	4.72	2	94.8	21	3243
2.11	27	5.06	3	82.7	16	3431
2.78	15	2.83	9	63.8	25	3045
2.15	16	2.98	31	31.2	35	2384
2.50	35	8.32	28	32.4	38	2010
3.10	31	5.95	41	19.7	1	6998
3.14	13	2.27	29	31.3	9	3691
4.00	7	1.68	46	16.0	3	4482
3.78	10	2.09	32	29.5	2	4663
3.18	5	1.63	26	34.9	14	3492
2.27	25	4.62	8	64.3	22	3187
2.17	30	5.87	14	54.2	32	2744
1.86	34	6.47	1	97.5	23	3086
4.41	11	2.11	47	13.6	8	3692
2.60	32	6.18	7	67.8	10	3610
2.31	22	3.36	6	67.9	18	3295
2.49	18	3.05	20	46.6	29	2903
3.74	2	1.36	30	31.3	7	4004
2.11	29	5.56	12	60.0	33	2665
3.65	9	1.59	18	48.0	20	3247
3.60	8	1.84	21	44.1	15	3443
3.45	17	3.04	11	61.1	31	2883
3.31	33	6.41	38	25.2	26	3040
3.91	1	1.08	24	36.4	4	4274
3.14	28	5.12	4	78.4	12	3524
3.48	4	1.51	34	27.6	17	3301
2.96	6	1.68	13	55.2	11	3600
3.01	44	15.56	43	18.0	27	2299
2.39	40	11.16	33	29.2	37	2050
3.75	19	3.24	17	48.2	19	3285
3.85	21	3.33	5	68.0	6	4007
3.50	43	15.32	25	35.2	13	3511
2.43	48	21.89	27	34.9	40	1855
1.61	42	15.29	39	25.1	46	1306
3.57	41	13.10	42	19.2	42	1703
6.52	38	9.55	23	36.7	36	2341
2.42	46	17.16	48	13.4	43	1216
2.56	47	18.10	44	17.5	45	1385
2.20	45	16.07	40	21.7	47	1244
2.17	37	9.35	45	16.6	44	1439
2.30	39	10.31	37	26.1	41	1773
2.68	23	3.76	35	26.6	39	1864
1.85	36	8.44	36	26.2	43	1459
				r = .506		r = .409

Columns 8 and 9, Frank M. Phillips, "A Graphic View of Our Schools," 1927, p.32.

Columns 10 and 11, Abstract of the Fourteenth Census, 1920, p. 75.

Columns 12 and 13, Phillips, Frank M., 'A Graphis View of Our Schools,' 1927, p.32.

states. The New England States Maine, Massachusetts, Vermont, New Hampshire, and Rhode Island all rank high in percentage attendance. It can be seen further that there are two groups of agricultural states in the list; the North Central and Western States, which include, Nevada, Montana, South Dakota, North Dakota, Missouri and others, which are in the center group and range in rank from eleventh to thirty-seventh. Then there are the Southern Agricultural States which include Louisiana, Georgia, Alabama and etc., which have the poorest attendance service and rank from thirty-eight to forty-eight in the list.

With regard to the effort made to support schools, columns four and five in Table 2, show that there is very little relationship existing between effort and attendance. When calculated, the correlation ratio is found to be $r = -.0375$ (1) between attendance and the rank in per cent the school costs are of total tax collections. This would indicate that while some states spend a large portion of their taxes on schools the attendance at school might be poor or vice versa. Such is the case: New Mexico ranks second in taxes spent for schools but it is thirty-third in the efficiency of its attendance service; Colorado ranks sixth in taxes spent but is thirty-fifth in attendance. Maine, on the other hand, ranks thirty-eighth in taxes spent for school purposes but is second only to Indiana in its attendance service; Massachusetts ranks forty-fifth in taxes spent and sixth in attendance; New York is forty-seventh in per cent of taxes spent but is seventh in attendance. Other cases of high negative relationships might be found if the rankings in these columns are examined.

Columns six and seven show also that a small per cent of the income of the Nation is spent on education, but here too is found a small negative relationship, $r = -.0179$, existing between the ranking of the states in per cent of income spent on education and efficiency of the attendance service. If these columns are examined it will be found that conditions prevail similar to those of columns five and six. Florida spends over three times as great a per cent of its income on education as Massachusetts yet it ranks forty first in its attendance service while Massachusetts is sixth. Maine ranks forty-fourth in the per cent of its income spent for schools but is second in attendance.

Columns eight and nine of Table 2 show that for the most part the states which had the smallest per cent of illiteracy in 1920, had in 1926 the higher per cent of attendance. The attendance column for 1920 is not shown but the relationship existing between illiteracy and rank of the states attendance at school then was $r = .506$.

(1)—NOTE: There would be no P. E. of r . The ratio is taken of a limited number of cases and all are included in the calculation.

Column ten and eleven show the per cent of the population in urban centers and the ranking of the states in relation to this factor. Although the percentage of population in cities may have changed since 1920 when the census was taken there is probably very much the same relationship for all the states. When correlated with the ranking in attendance for 1926 it was found that $r=.409$. This would indicate that probably the attendance is high as a rule in states in which the urban population is large.

Columns twelve and thirteen show the wealth per capita in 1922 for all the states and the ranking of each. Phillips²⁵ found a correlation ratio of .7018 between literacy and wealth in 1920-1922. When the rank in wealth for 1922 is correlated with the rank in percentage of attendance at school in 1926, it is found that $r=.506$. This would indicate that states with the greatest per capita wealth seem to have, as a rule, the better attendance.

Examination of these columns will show that for the most part, the North Central and Western Agricultural States have the largest per capita wealth. The Southern States have the least wealth while the Eastern States with the most efficient attendance service rank about the middle in per capita wealth.

That the attendance laws have not been enforced in rural communities has been proved in almost every section of the United States. The National Child Labor Committee and the United States Children's Bureau in the Department of Labor have made many extensive studies of child labor and attendance and in every instance deplorable conditions have been found to exist. A few of these studies might be mentioned: one was made of rural conditions in North Dakota²⁶; another of conditions in the beet fields of Colorado and Michigan²⁷; another study was made of conditions in the cotton fields of Texas²⁸. It was found among the child laborers in the beet fields of Michigan²⁹ that

"There is a total of 7,025 children, of whom more than three-fifths (61.2%) lost time this fall for work. For this group the average number of days was 46.2 of which 9.5 or (20.5%) were lost. Figured for the workers the loss was 15.5 days, or (36.7%) of their time."

Forty-three and five-tenths per cent of these children were found to be retarded one or more years; of the workers 54-6 per cent were retarded as compared with 24.3 per cent of the non-workers. The chief

(25) Phillips, Frank M. *A Graphic View of Our Schools*. pp 32.33.

(26) *Child Labor in North Dakota*. United States Childrens Bureau, Bulletin No. 130, 1923.

(27) *Child Labor and Work of Mothers in the Beet Fields of Colorado and Michigan*; Childrens Bureau, Bulletin No. 115, 1923.

(28) *Child Labor Among Cotton Growers of Texas*. National Child Labor Committee, 1925.

(29) *Child Labor in the Sugar Beet Fields of Michigan*. National Child Labor Committee, 1923, p54.

reason for the agricultural states not enforcing attendance at school is possibly due to the fact that there is no provision made in most of the laws which specifically apply to child labor in agriculture. Only six states³⁰ attempt to regulate the child labor on the farm by statute; these include Massachusetts, Nebraska, New York, Ohio, Pennsylvania, and Wisconsin; of these Massachusetts, New York and Ohio can not be called agricultural states. Attendance laws can be enforced in agricultural districts only when definite provision has been made to compel parents to keep the children in school during school hours.

Conclusions:

The conclusions one might draw from the data presented are:

1. The states which have had their laws in effect many years are able as a rule to enforce them best.
2. Industrial and manufacturing states of the East have more efficient attendance service than agricultural states.
3. Agricultural states may be divided into two groups: one, the North Central and Western, which has more efficient service than the Southern States but less efficient service than the Eastern Industrial and Manufacturing States; second, the Southern States which, almost without exception, rank lowest among the states in efficiency of attendance service.
4. States which have a large per cent of the population in the cities as a rule have better attendance at school. This non-enforcement of the laws in rural areas is probably due to the fact that with the exception of six states there is no law regulating child labor on the farm.
5. There is very little relationship existing between the effort to support education made by the states and the efficiency of attendance service. Some states spend a small per cent of the taxes and income on education and have good attendance while other states spend larger per cents but have poor attendance service.
6. There is a fairly high relationship existing between per capita wealth and attendance. The states which have the greatest per capita wealth are the North Central and Western Agricultural, while those with the least wealth are the Southern Agricultural States.
7. The Southern Agricultural States with large rural populations, small per capita wealth, and a high per cent of illiteracy have most recently enacted their attendance laws. Even though some of them do spend a large proportion of the taxes and income on education the service remains poor.

(30) Children in Agriculture U. S. Department of Labor, Childrens Bureau Publication No. 187, p50.

CHAPTER II

THE PRESENT STATUS OF ATTENDANCE LAWS AND THE SPECIFICATIONS OF A DESIRABLE LAW

The original purpose of this part of the investigation was to tabulate the provisions of the state laws and use the data in the formulation of a desirable attendance law. Since this tabulation¹ work has been completed and published it is unnecessary to repeat it. The present purpose is first to summarize briefly the provisions of the laws and the recommendations of the Osceola Code²; second, to state the results of researches as to what is desirable in an attendance law; and third, to propose desirable requirements for a state attendance law. These proposals are based on the present status and results of investigations in the field.

The first two sections of this part of the investigation are discussed under the following headings in the order enumerated.

1. Length of school term required.
2. Amount of school attendance required.
3. Ages of children required to attend school.
4. Education and age requirements for work permits.
5. Exemptions provided from attendance at school.
6. Education of handicapped children.
7. Provisions made for delinquent children.
8. Poor Relief.
9. Enumeration of school children.
10. Desirable requirements of an attendance law.

Length of School Term Required

The average minimum term of school was found by Keesecker³ to be 7.23 months. One state, Connecticut, requires a thirty-eight week term; seven states and the District of Columbia require eight months; eleven states require seven months; six require six months; one state, Utah, requires five months; Florida and Mississippi require four months; Oklahoma requires only three months and Alabama has no minimum term specified. Table I shows that in 1926, the average

(1) Keesecker, W. W. Bureau of Education Bulletin No. 20, 1928

(2) Cubberley, E. P. State and County Educational Reorganization.

(3) Keesecker, W. W. Ibid.

number of days school was in session in the United States was 169.3 days, or approximately eight and one-half months.

Cubberly⁴ recommended that:

"Not less than eight months of instruction shall be provided in day schools in each second class attendance sub-district or county school of agriculture, and not less than nine months of instruction in the day schools in any first class attendance sub-district or city school district."

His⁵ original recommendation was that an eight-month term should be required of all districts; but in a footnote he stated that the way should be left open

"for a further increase to nine months, later, and for schools all the year round in large cities."

If there is to be equality of educational opportunity in the United States it must be brought about by uniform school attendance requirements. A child in Oklahoma, where the minimum term requirement is only three months, can not hope to get the same training as a child in Connecticut where the schools are open nine and one-half months a year.

Amount of School Attendance Required

Forty-three of the forty-eight states require a full term, or a number of days which is the equivalent of a full term in attendance at school. Of the five remaining states, Illinois requires 130 days attendance out of seven months term. Iowa specifies six months out of eight, Arkansas specifies three-fourths of a six-month term, Texas requires twenty weeks or one hundred days, and Oklahoma requires attendance at two thirds of a three months term.

Keesecker⁶ stated that:

"It appears that consecutive attendance is required (by express or implied provision) in all the states except Alabama, Arkansas, Delaware, Louisiana, Mississippi, South Carolina and Texas."

Table 2 shows that both of these groups of states are predominantly rural with the possible exception of Illinois which has 67.9 per cent of its people in urban centers. They are also in the Southern Group of States where attendance, as shown in Chapter One, is notoriously poor.

Cubberley⁷ recommended that all children should be required to attend school for the full term for which the public schools of the district are in session.

(4) Cubberley, E. P. Op. Cit. p85.

(5) Ibid. p14.

(6) Keesecker, W. W. Op. Cit. p8.

(7) Ibid. p190.

Emmons⁸ has shown for 1922 that:

The average effective school year in the United States is 130.6 days out of an average of 164 days the schools are in session. If the time necessary for the average child to complete a school grade is 164 days, the child who attends the average time of 130.6 days would need ten years in which to complete the same elementary course. In other words the child loses two years. If as found in many states, 180 days are necessary, then the child with a school year of 130 days should have eleven years to complete the course.'

It was shown in Chapter One that there is a slight negative relationship existing between the per cent of total taxes spent for schools and attendance as well as the per cent of income spent for schools and attendance. Some of the states which spend a large portion of their taxes for school purposes have poor attendance at school. It is of little use to expend funds for school purposes if the children are not compelled to take advantage of their opportunity.

Ages of Children Required to Attend School.

The average minimum compulsory attendance age⁹ is 7.36; only two states, New Mexico and Ohio, have specified that six-year-old children should attend, but Ohio has made it optional with the local board of education whether the age should be raised to the seventh year. Twenty-eight states make the age of seven the minimum; eighteen states make eight the minimum and only one state, Oregon, makes nine the age at which children must start to school.

The average maximum age for compulsory school attendance is sixteen. Five states, Idaho, Nevada, Ohio, Oklahoma and Utah require attendance until eighteen; five others require attendance until seventeen—Delaware, Maine, Maryland, North Dakota and South Dakota. Thirty-one require attendance until sixteen. Three states, Arkansas, Oregon and Virginia, specify fifteen; and five states specify fourteen as the age limit—Georgia, Louisiana, North Carolina, South Carolina and Texas.

Table 2, page 14 shows that of the above states requiring attendance until the seventeenth and eighteenth birthdays only one state, Oklahoma, ranks low in percentage attendance of those enrolled. Oklahoma it will be noted has only 26.6 per cent of its population in the cities and it was also one of the last states to enact its attendance law.

Table 2 also shows that of the states mentioned above which require attendance only until the fourteenth and fifteenth birthdays Oregon and Texas are the only states which claim to have efficient attendance service. These states however require children to remain in school less than most of the states. Oregon requires attendance only at the ninth birthday and Texas at the eighth, Oregon permits

(8) Emmons, F. E. City School Attendance Service. p6.

(9) Keesacker, W. W. Op. Cit. p5.

withdrawal at fifteen years and Texas at fourteen. Between the ages 8 to 14 more children are¹⁰ in school than at any other time, and hence there would be less trouble keeping the attendance percentages high during these years.

Cubberly¹¹ recommended in the Osceola Code that children between the ages of eight and sixteen should be required to attend school. In his¹² later recommendations he states that:

"Children who will be seven years old within two months of the time for opening a new term of school are to be expected to begin attendance with the opening of the term."

The World War awakened the Nations to the need of protecting the children and as a result a conference was called in Washington¹³ of many American health and medical authorities. Representatives were present also from many foreign countries, Belgium, Great Britain, Italy, Japan and Serbia. The standards adopted by this commission were:

1. "Average minimum of sixteen for employment in any occupation, except that children between fourteen and sixteen may be employed in agriculture and domestic service during vacation periods until schools are continuous throughout the year.

2. "Educational minimum: "All children between seven and sixteen years of age shall be required to attend school for at least nine months per year. Children between the ages of sixteen and eighteen years, who have completed the eighth but not the high school grade and are legally and regularly employed, shall be required to attend day continuation school at least eight hours a week.

3. "Children between sixteen and eighteen who have not completed the eighth grade and are not regularly employed shall attend full time school. Occupational training especially adapted to their needs shall be provided for those children who are unable, because of mental subnormality, to profit by ordinary school instruction.

4. Physical minimum: "A child shall not be allowed to go to work until he has had a physical examination by a public school physician or other medical officer especially appointed for that purpose by the agency charged with the enforcement of the law, and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed."

There are other factors which should be considered in establishing the ages at which children should be required to attend school. Moehlman¹⁴, has summed up the educational right of the child in the following:

"In our democracy the right of every child to a free public education in accordance with his native ability, in order that he may have equality of opportunity in the struggle for the good things of life, is no longer seriously questioned. If ignorance of parents or economic conditions seek to prevent, it becomes at once the duty of the state to see that every child is allowed to take advantage of this opportunity."

If this quotation as to the educational right of the child is accepted, provision must be made to keep every child in school as long as

(10) Keesecker Op. Cit. p28.

(11) Op. Cit. p190.

(12) Cubberly, E. P. State School Administration p690.

(13) Minimum Standards for Child Welfare U. S. Children Bureau. Bulletin No. 63 p3-5.

(14) Moehlman, A. B. "Child Accounting" p41.

needed to permit full development of his abilities. It was formerly thought that a person had reached the limit of mental growth at about the age of sixteen, but researches conducted by Thorndike¹⁵ have proved that man's maximum development is not necessarily reached until he attains the age of about twenty-five. If the school is to achieve the purpose for which it is intended, provision must be made to keep the child in school until he has completed the work provided for him.

Twelve years of common education are generally provided in the United States and if these years of schoolings are adapted to the needs of the pupils, there is no valid reason why the child should not be required to take advantage of them. If twelve years of education are provided and the attendance ages required are sufficient to complete this period of schooling, the school authorities must then provide these twelve years of education for every child who is capable of learning on his own mental age level.

The educational authorities are attempting to fit the school to the needs of the child and the junior high school movement is a result of this effort. The first¹⁶ junior high school was established in 1910 and the growth since has been very rapid; statistics show that the increase in enrollment was 927 per cent between 1920 and 1924. There were 879 junior high schools, and a total of 1389 junior-senior high schools established by 1925, and the enrollment in the junior high schools had reached the total of 383,417 pupils.

Briggs¹⁷ has enumerated five functions of the junior high school, all of which show clearly that it was designed to meet the needs of the child:

1. "First, to continue in so far as it may seem wise and possible, and in a gradually diminishing degree, common integrating education; second, to ascertain and reasonably to satisfy pupils important immediate and assured future needs; third, to explore by means of material in itself worth while the interests, aptitudes, and capacities of pupils; fourth, to reveal to them, by material otherwise justifiable, the possibilities in the major fields of learning; and fifth, to start each pupil on a career which as a result of exploratory courses, he, his parents, and the school are convinced is most likely to be of profit to him and the State."

While the states permit six-year-old children to attend school, only two states have seen fit to make their attendance at school mandatory. The sentiment has been to make their attendance permissive. The maximum ages of seventeen and eighteen have been accepted by ten states, and if the provision is made for children of these years and

(15) Thorndike, E. Lecture in Horace Mann Auditorium, 1928.

(16) N. E. A. Department of Superintendence Fifth Year Book p22.

(17) Briggs, T. H. "The Junior High School," p28.

the schools are adapted to their needs, all who can profit by instructions should be required to avail themselves of the opportunity.

Education and Age Requirements for Work Permits

The average amount of education required throughout the United States¹⁸ was found to be equivalent to the fifth grade. Table 3, Column 4 shows that to secure a work permit sixteen states require completion of the eighth grade, four the seventh grade; eight the sixth grade, three the fifth grade, two the fourth grade, eight states require only the ability to read and write and seven others have no education requirements specified. Column 3 of the table shows that in order to be exempt from school in ordinary cases the state requirements are much higher: four states require high school completion, thirty eight require completion of the elementary course, while only six do not specify the grade which must be completed.

Table 3 shows too that every state has maximum attendance age requirements much higher than the age at which a child might be exempted to go to work. While the average maximum compulsory attendance age is sixteen it can be seen from column 2 that only four states, Ohio, Oklahoma, Utah and Wyoming require attendance at school until then, regardless of grade completed. Five states require children to attend until fifteen years of age, thirty-eight states require until fourteen and one state, Texas, requires the child to attend only until twelve if he has completed the seventh grade.

(18) Keesecker, Op. Cit. p10.

TABLE 3

ATTENDANCE AGE AND GRADE REQUIREMENTS

A Comparison Between the Age and Grade Specified for Ordinary Exemption from School and the Age and Grade Required to Secure a Work Permit.

1929

State	*Attendance Age Requirement	Work Permit Age Requirement	Grade Requirement for Ordinary Exemption	Grade Requirement for Work Permit
Alabama	16	14	8	6
Arizona	16	14	8	5
Arkansas	15	14	8	4
California	16	14	8	7
Colorado	16	14	8	(b)
Connecticut	16	14	8	6
Delaware	17	14	8	8
Florida	16	14	8	(b)
Georgia	14	14	8	(b)
Idaho	18	15	8	(c)
Illinois	16	14	8	6
Indiana	16	14	8	8
Iowa	16	14	8	8
Kansas	16	14	8	8
Kentucky	16	14	8	5
Louisiana	14	14	8	(c)
Maine	17	15	8	8
Maryland	17	14	8	7
Massachusetts	16	14	(a)	6
Michigan	16	15	8	6
Minnesota	16	14	8	8
Mississippi	16	14	8	(c)
Missouri	16	14	8	(c)
Montana	16	14	8	8
Nebraska	16	14	12	8
Nevada	18	14	12	8
New Hampshire	16	14	8	(b)
New Jersey	16	14	(a)	5
New Mexico	16	14	(a)	5
New York	16	14	12	6
North Carolina	14	14	(a)	4
North Dakota	17	14	8	8
Ohio	18	16	12	7
Oklahoma	18	16	8	(b)
Oregon	15	14	8	(b)
Pennsylvania	16	14	(a)	6
Rhode Island	16	15	8	8
South Carolina	14	14	(a)	(c)
South Dakota	17	14	8	(b)
Tennessee	16	14	8	(b)
Texas	14	12	8	7
Utah	18	16	8	8
Vermont	16	14	8	8
Virginia	15	14	8	(c)
Washington	16	14	8	8
West Virginia	16	15	8	6
Wisconsin	16	14	8	8
Wyoming	16	16	8	8

*Columns one, three and four are derived from pages 10 and 11 of U. S. Bureau of Education Bulletin No. 20, 1928.

Column two is derived from data in this investigation and American Federation of Labor Bulletin.

(a) Indefinite.

(b) Ability to read and write.

(c) No requirement.

The emphasis of the states seems to be placed on grade completion rather than in keeping children in school until the end of the compulsory education period. While the states have set up standards in both age and grade requirements, none requires attendance until the maximum age is reached if the child has completed a required grade and wants to go to work. Furthermore only sixteen states require the completion of the eighth grade, the standard set by thirty-eight of the forty-eight states. If the desirable maximum age has been established, the state should exert every effort to assure itself that the law is obeyed.

Exemptions Provided from Attendance at School

There are six kinds of exemptions provided in the statutes for children under certain conditions: Private instruction, poverty, physical, and mental handicap, distance from school, and reasons which are indefinite such as "satisfactory to local school authorities."

Thirty-three of the states have made provision to exempt children who are privately instructed. The states included are:

Arizona	Minnesota	Pennsylvania	Massachusetts
California	Missouri	Rhode Island	New Jersey
Colorado	Montana	South Carolina	New Mexico
Delaware	Nebraska	South Dakota	New York
Florida	Nevada	Texas	North Carolina
Georgia	New Hampshire	Kansas	Utah
Illinois	North Dakota	Maine	Virginia
Michigan	Oregon	Maryland	Washington
			Wyoming

This exemption is in keeping with the decision of the Supreme Court of the United States for the State of Oregon. It¹⁹ was ruled unconstitutional to force children to attend public schools if they are educated in a private school acceptable to the state. In the first place it is the parents' duty to educate the child in the school of their choice, so long as the standards and regulations of that school conform to the requirements established by the state. If the parents refuse to send the child to any school, it is then the privilege and duty of the state officials to compel the child to attend the public schools.

Poverty is accepted as a legitimate excuse by eighteen²⁰ states. There is poverty in the United States and there are instances where the parent is in dire need of the child's help. Cubberley²¹ recommended that children over fourteen who had completed the eighth grade, or who had spent eight years in school and have completed the sixth grade might be excused if the attendance officer was convinced that an aged or in-

(19) Carroll, Charles. "The Supreme Court and Compulsory Education. American School Board Journal Vol. 68, pp 47-48, May 1924.

(20) Keesecker, Op. Cit. p11.

(21) Cubberley, E. P. 'State and County Education Reorganization. p191.

firm parent was dependent upon him for support, and if the child were strong enough to do the work.

The recommendation made by the National Health Conference held in Washington²² was that:

"all children between seven and sixteen years of age shall be required to attend school for at least nine months per year."

The state is taking care of the parent rather than the child when it permits withdrawal at fourteen years of age, and likewise it imperils the educational and health standards of the future generation.

The extent to which the parent or child is dependent upon the labor of the child can not be stated for the whole country, but in two states it has been conclusively shown that poverty in itself is not a valid excuse for a very large per cent of the children to leave school. Indiana²³, through a strict interpretation of the attendance law in recent years, has allowed pupils to withdraw between the ages of fourteen and sixteen only in cases where the educational authorities are convinced that there is dire poverty and need for the wages of the child. This policy has resulted in a reduction of the number of permits issued from almost 13,000 in 1921 to 833 in 1928. This number of cases is an almost negligible quantity in so large a state.

The other instance was revealed as a result of a scientific study conducted in the State of New York in the years 1918-1919 of 245,000²⁴ employed boys. The reasons given for these boys leaving school were not "real" but "good" reasons. It will be noted in Table 4 that by far the largest per cent of reasons given is to be found under "wanted to work," also that "financial" is a relatively small per cent. In conclusion it was stated about the headings in the table that:

"The general impression gained by those who interviewed the boys in the shops is that in most cases 'Wanted to Work;' 'Financial;' 'Graduated;' and 'Disliked School' could well be classified under the heading 'Wanted to quit school and go to work.'"

TABLE (25) IV
SIXTEEN, SEVENTEEN AND EIGHTEEN-YEAR-OLD EMPLOYED BOYS,
REASONS FOR LEAVING SCHOOL
SUMMARY FOR NEW YORK STATE
1918-1919

Groups	REASONS						
	Wanted to work	Financial	Graduated	Disliked School	Miscellaneous	Sick	Total Per Cent
Greater New York	51.0	10.8	30.8	3.3	3.3	.9	100.0
Cities over 25,000..	64.8	13.0	8.4	10.8	1.3	1.7	100.0
Cities under 25,000	62.4	17.5	2.5	14.6	.7	2.3	100.0
Villages over 5,000	68.8	13.4	2.8	11.6	1.1	2.3	100.0
Places under 5,000..	72.1	10.1	4.1	10.7	.5	2.4	100.0
Empld. farm boys	68.7	18.7	2.9	5.9	.4	3.4	100.0

Data derived from Table 9

(22) Op. Cit. U. S. Bureau of Education Bulletin No. 63, p3.

(23) Merry Blanche Child Accounting in Indiana. Bulletin No. 85, p 26.

(24) Burdge, H. G. "Our Boys—A Study of 245,000 Sixteen, Seventeen and Eighteen-Year-Old Employed Boys in the State of New York.

(25) Burdge. Op. Cit. p117.

Table 2 shows that Indiana ranked twenty-eighth in wealth of all the states in 1922, with \$2,942 per capita, and New York sixteenth with \$3,431. While the per capita wealth for these two states is not so great as many others, yet many of the states per capita wealth is less than either. This is especially true to some of the Southern States: Mississippi with only \$1,216 and Alabama with \$1,244 per capita.

Regardless of the lack of wealth, the children in the poorer agricultural states are entitled to an educational opportunity equal to that in other states. Parents²⁶ have no right to keep children out of school to work on farms to help them make a living. The Bureau suggests that:

"the welfare of the children on farms, including the amount and kinds of work they do and the opportunities for schooling that they get, is bound up with the economic welfare of the farmer and a satisfactory solution of his problems. If he is trying to make a living on a farm that cannot be expected to yield adequate returns, if he has no skill in farm management and can work profitably only when directed and supervised, the sooner he abandons farming the better."

While no doubt poverty is in some instances an excuse for children not attending school, it is probably not so great as one might suppose. To make provision in the state law for exemption of the poor would probably tend to increase the number giving this as a reason for withdrawal from school.

With regard to exemption on account of distance from school Keesecker²⁷ found that:

"Distance from school is undoubtedly a potent factor in influencing attendance. In a number of counties, it has been estimated that distance reduced attendance by one-half for children living two miles from school. Twenty-two States allow exemption from school attendance on account of distance. Obviously many children are not affected by the law. There may have been conditions in the past which justified exemption for distance, but the facilities for transportation have been universally improved to the extent that continued exemption on account of distance seems now unnecessary. The majority of the States for many years have refused to exempt on account of distance."

Johns²⁸ sums up the extent of transportation by stating:

"The transportation of school children at public expense in the United States has grown from practically nothing in 1869, when Massachusetts passed the first act of authorization, to an estimated total expenditure of nearly \$40,000,000 for the transportation of approximately 1,500,000 children in 1926-1927."

Cubberley²⁹ in his recent recommendations still permitted exemption for:

"Children under eight (or nine) who live more than two miles from school, and children over nine who live more than three miles, measured by the nearest traveled road, and for whom no transportation has been provided."

(26) United States Childrens Bureau. "Children in Agriculture." Publication No. 187, p43.

(27) Op. Cit. p34.

(28) John, R. L. State and Local Administration of School Transportation T. C. Contribution, 1928, p1.

(29) Cubberley, E. P. State School Administration p690, 1927.

From the two former statements of conditions this last recommendation is clearly not in accord with the present state of affairs.

Education of the Handicapped Children

Every state, except Georgia, has exempted from school attendance children who are physically or mentally incapable of profiting from instruction. Beside the mentally deficient there are three kind of physically handicapped children, blind, deaf and crippled.

Cubberley³⁰ recommended that:

“Children who are physically unfit or mentally incapacitated for attendance (are) to be excused, on the filing of a statement to that effect, signed by a competent physician or an officer of the school department.”

He further quotes authorities on sub-normal children who state that employment frequently affords them better facilities for maximum development than does education.

Children mentally incapable of learning can never hope to care for themselves and should be segregated in feeble minded institutions; but children capable of profiting by education, though mentally weak, should be given their educational opportunity. Before the child should be deprived of its education, it should be tested by educational experts and found to be incapable of learning. Education tests are not perfected, but within recent years educators have developed them to the extent that the intelligence of a child can be determined with a fair degree of accuracy. A physician could verify the findings of the educational expert, and probably be of assistance in the test, but the physician alone could not state with assurance that a child was unable to profit from instruction.

The responsibility for the care and welfare of the blind and deaf children has been accepted as a state duty by all except Georgia, which state makes no provision whatever in the statutes for them. Five states, Maine, Massachusetts, New Hampshire, Vermont and Wyoming, have no state institution but pay for their care in private schools or institutions provided by other states. New York and New Jersey have additional provisions which require that special classes must be provided for them when there is a certain number of either kind in a community.

The number of these children in institutions of the United States has been investigated by the Bureau of Education³¹. In 1926-1927 there were 6,084 blind children distributed among eighty institutions, forty-seven of which are state, twenty-one are city schools or classes, five are

(30) Cubberley, E. P. *State School Administration* p690.

(31) Phillips, F. M. *United States Bureau of Education, Bulletin No. 9, 1928* p2.

private institutions, and five others are private and partly supported by the state. There were 17,582 deaf³² children in 168 schools in 1926-1927; sixty-nine schools were supported by the states and were wholly or in part under state control; eighty-three were in city school systems; and sixteen were under private control.

The number of these children is not great. The 1920 Census³³ estimated that there were about 597 blind per million, and the deaf 425 per million. Calculated on the basis of twenty-seven million school children the number for the blind would be approximately thirteen thousand and the deaf eleven thousand.

The cost of educating these children is great. The total receipts for the education of the blind for the year under consideration were \$4,028,145 and the expenditures \$3,993,404. Calculated on expenditures the education of each blind child cost \$656.38. The value of buildings and grounds, apparatus, furniture and libraries per child was \$3,194.31. The cost of the deaf schools was correspondingly great; the per capita expense for current expenditures was \$500.00 in state schools and \$329.00 in the private schools. The value of the property in the state schools was in the private schools was \$2,657.00.

While twenty-one cities provided for the blind and eighty-three provided for the deaf, the state should not require the cities to make special provision for them at such great cost when these cities are also sharing the burden of the support of state asylums.

The recommendation of the Osceola Code³⁴ was that there may be exempted from attendance at school children

‘who are blind, deaf, dumb, or feeble minded, for the instruction of whom no adequate provision has been made by the school district, and who are not of institutional age or character.’

It was recommended that these children be sent to state institutions when they had reached the age of twelve³⁵. Table 5 shows that none of the twenty-six states with blind specifications, nor the thirty with deaf specifications permit these children to remain out of school until the twelfth birthday. The minimum ages range from four to eight and most of the states are found to require their education to begin at either the sixth or seventh year. Then too the maximum ages required are longer than for normal children: seventeen states require the blind, and twenty-one states require the deaf, to attend school until or longer than the eighteenth birthday. This fact shows that the state authorities recognize the fact that these children with their handicap must have more time to prepare for taking their place in the world.

The crippled children are neglected by the states. In the laws of only seven states are they mentioned. These children are capable of learn-

(32) Phillips, F. M. United States Bureau of Education, Bulletin No. 8, 1928 pp 16-17.

(33) World Almanac, 1926, p323.

(34) Cubberly, E. P. Op. Cit. p190.

(35) Ibid, p201.

ing, and with care they could be made self supporting. In many cases the defect could be corrected by proper treatment and care if the remedial work was begun early enough in the child's life.

TABLE 5

*AGES OF BLIND, DEAF AND CRIPPLED CHILDREN AFFECTED BY STATE LEGISLATION RELATED TO HANDICAPPED CHILDREN

State	Crip- pled	Blind	Deaf	State	Crip- pled	Blind	Deaf
California	6-16	6-16	6-16	New Mexico	5-21	8-21	
Colorado	6-17	6-17		North Carolina	7-18	7-18	
Connecticut	4-16	4-16	4-16	North Dakota	7-21	7-21	
Delaware	7-18			Ohio	6-18	6-18	6-18
Illinois	8-18	8-18	7-16	Oklahoma		7-21	
Indiana	7-18	7-18		Oregon	8-18	8-18	6-18
Iowa	7-19	7-19		Pennsylvania	6-16	6-16	6-16
Kansas	7-21	7-21		South Dakota	8-17	8-17	
Kentucky		7-16		Rhode Island		7-18	
Maryland	6-18	6-18		Texas	6-14	7-21	
Maine		6-18		Utah	8-18	8-18	
Michigan	7-19	7-18		Vermont	8-16	8-16	-
Minnesota		8-20		Washington	6-21	6-21	
Missouri	7-14	7-14	7-14	West Virginia	8-21	8-21	
Montana	8-16	8-16		Wisconsin	6-18	6-18	
Nebraska	7-20	7-20					

*Data are derived from U. S. Bureau of Education Bulletin Number 20, 1928, p13-14.

Provisions Made for Delinquent Children

Every³⁶ state has made some provision for the control of delinquent children, that is for minors of school age who are habitual truants, incorrigible, or who have committed some crime and have been committed to a parental school or State Reformatory.

What³⁷ is meant by "truancy" has not been stated in the laws of twenty-five states. Ten states indefinitely define truancy, while only thirteen definitely state just what is meant by the term. Only eleven states require that principals or teachers must report all cases of truancy; seventeen states require cases to be reported at longer intervals, ranging from the third day, in Nebraska, to reports once a month in Arkansas, Georgia, Idaho, Kansas, Missouri and Oregon. Twenty states do not specify when truanancies must be reported. Eleven states do not specify who shall report truanancies nor to whom the truanancies shall be reported.

As to when truancy must cease, twenty-seven states definitely specify the time and twenty-one do not state when truants must return to school after notification from the proper authorities. This phase of the service was investigated in Pennsylvania. The³⁸ state law there

(36) Kessecker, W. W. Op. Cit. p13.

(37) Ibid, p15.

(38) Pennsylvania Teacher Register, p60.

requires that when a child is absent three days without excuse the attendance officer must notify the parents in writing, and unless the child returns to classes within three days the authorities must prefer charges against them in the courts. This law permits a child to be truant five to six days before the authorities can act. The child should be required to return to school immediately upon the service of the notice if the minimum of time is to be lost.

Cubberley³⁹ recommended that the attendance officer should immediately investigate all cases of unexcused absence from school, and where the law has been violated he should file criminal complaint against the school or person in the proper court, and he should see that the charge is prosecuted by the proper officers.

Poor Relief

The relief granted the needy parents and widows has been investigated and it was found⁴⁰ that thirty-eight states provide relief for widows with dependants. Recently it was checked and it was found that the status remains the same, in fact, very little has been done in this phase in recent years. Table 6 shows that relief provisions were made by the largest number of the states until the child was sixteen years of age.

TABLE 6
RELIEF PROVIDED BY THE STATES FOR WIDOWED MOTHERS
AGES OF CHILDREN AFFECTED
1921 — 1929

Age Freq'cy		States		
16	20	Arizona	Maine	Oregon
		Colorado	Minnesota	Pennsylvania
		Connecticut	Missouri	South Dakota
		Florida	Montana	Texas
		Indiana (boys)	New Hampshire	Utah
		Iowa	New Jersey	Virginia
		Kansas	New York	
15	6	Arkansas	Idaho	Tennessee
		California	Nevada	Washington
14	9	Delaware	Massachusetts	Oklahoma
		Illinois	Nebraska	Wisconsin
		Maryland	North Dakota	Wyoming
13	1	West Virginia		
17	2	Indiana	Michigan	

Cubberley⁴¹ recommended relief for every child who has completed the sixth grade who is under fourteen and is needed for the support of an aged or infirm parent or other person standing in parental rela-

(39) Cubberley, E. P. Op. Cit. p195.

(40) Children's Bureau, Bulletin Number 62, pp 12-15, 1920.

(41) Cubberley, Op. Cit. p200-201.

tion to it and then require its attendance at school. Almost half the states have aid provided for these needy mothers until the children have reached the age of sixteen. Any recommendation made here should recognize the fact and extend the age recommended in the Code to include all children under sixteen.

Enumeration of School Children

Thirty-nine⁴² states require an annual enumeration of the children; five states require the census biennially; Louisiana requires it every four years; three states, Georgia, New Jersey, and Virginia, require it every five years; one state, Nevada, has no set requirement when the census must be taken.

The provisions of the census were not studied because both Cubberley⁴³ and Emmons⁴⁴ have made careful studies and have made recommendations as to the data necessary to keep an accurate check on the children of a district.

Desirable Attendance Law Requirements

The following recommendations are based on the present status of the laws in the states which have efficient attendance service, and upon the theoretically desirable requirement that every child should have an equal educational opportunity in the United States.

These recommendations are not proposed in the form of an attendance law but are a definite statement of what the laws should contain. It is useless to write a state attendance law because every state at present has an attendance law and a theoretical attendance law has also been written by Cubberley⁴⁵ which today might well serve as a basis for formulating state attendance law requirements.

The proposals are as follows:

Length of School Term and Attendance Required

Every district in the state should be required to provide school for not less than nine months a year and every child of compulsory school age should be required to attend every day that school is in session unless prevented by sickness, storm, or some unavoidable circumstance over which he has no control.

Age Limits

(1) All children should be required to attend school between the ages of seven and eighteen years.

(42) Keesecker, *Op. Cit.* p14.

(43) Cubberley, *Op. Cit.* pp185-186.

(44) Emmons, *F. E. Op. Cit.* pp24-62.

(45) Cubberley, *E. P. State and County Educational Reorganization* 1918.

Exemptions

(1) Children who have reached the age of sixteen who have completed the twelfth grade of school and for whom no junior college provision has been made.

(2) Children who have reached the age of sixteen, who have completed the ninth school grade and whose help, the educational authorities are convinced, is needed to support themselves or parents and to whom a legal work permit has been issued.

(3) Children who have reached the age of sixteen who have completed the ninth grade or third year of junior high school and who, by the use of educational tests, the school authorities are convinced, could not profit by further instruction.

(4) Children who have been determined by educational authorities to be feeble minded and mentally incapable of profiting from instruction.

(5) Children privately instructed and whose achievement shows satisfactory evidence that it is equal to that of public school children of the same age.

(6) Children prevented from attendance due to unavoidable reasons such as quarantine, sickness or storm.

Handicapped Children

All blind children, children who are deaf, dumb, or both deaf and dumb, and children so crippled that they are unable to attend a day school and for whom no private or local provision has been made should be sent to an appropriate state institution between the ages of six to twenty-one; or until they have learned to provide for themselves, that they may not be a burden on society.

Feeble Minded

Children should be tested by educational authorities and when found to be unable to care for themselves should be segregated in institutions. Weak minded children who can profit by instruction should be sent to public schools and provisions should be made in the schools for them on their mental levels.

Parental Schools

Parental schools should be established in every county, or if small or sparsely populated two counties might combine. It is impossible to enforce child labor laws when no punishment is provided for truant

children. These schools should be under control of the county boards but also under the supervision of the State Department of Education.

Poor Relief

If children are to be kept in school the poor relief provided by the state and county funds should be provided for all children who are in need to the age of sixteen, rather than fourteen.

The Census

The census should be taken annually by each school district on forms provided by the State Department of Education. The data which are necessary have been enumerated⁴⁶, hence none will be enumerated here. The superintendent of schools or board of education should be legally responsible but the duty will be delegated to the local or county attendance officer.

Continuation Schools

If children are required to attend day school until the age of sixteen, and the present immigration law requirements remain in force there should be no need of continuation schools.

Employment Certificates

No regular employment certificates should be issued to a child under sixteen years of age and none under eighteen unless there is dire need in the family and the child has completed at least the ninth grade of school. Health, birth and educational certificates should be required before a child is permitted to enter employment.

(46) NOTE: See Cubberley, E. P. *State and County Educational Reorganization*, pp185_186.

CHAPTER III

STATE AND LOCAL AGENCIES PROVIDED FOR THE CONTROL OF ATTENDANCE SERVICE

The remainder of this investigation is concerned with the study of agents provided by the states for the control of attendance service, and where reports are required the methods of making them. This chapter treats of the agencies, state and local, provided in the statutes, and includes those provisions made for the control of state institutions for delinquent and handicapped children. The following chapter is the report of an investigation made of the attendance in eight state departments of education. In the last chapter desirable standards and methods for the enforcement of laws is proposed, based on the findings of the previous chapters.

The material in this chapter was first derived from a study of the school codes of the states. The provisions made by each state for enforcing the attendance laws were arranged in diagrams to represent the state organizations; these diagrams were sent to the state superintendents of education for verification or correction. The diagrams were returned from all the states except Nevada. Eight of these diagrams are shown in Chapter 4, for each of the state departments investigated.

The provisions made and the relationships existing between the state and local authorities were then tabulated and summarized for each branch of the service. These provisions are treated for the agencies in each of the following branches (1) Attendance, (2) Census, (3) Delinquency, (4) Child Labor, (5) Handicapped, blind deaf and crippled children.

The study of attendance enforcement is treated, first for the degree of state authority assumed by each of the states; second, the local units established for enforcing the law; third, the methods used for making reports from local districts to the state department; fourth the number of pupils for each attendance officer established by law; fifth, the establishment of continuation schools and how the attendance upon it is enforced.

Agencies Provided for the Control of Attendance

Very few states have made provision in the state department of education for the local control of attendance. The actual control has been thought of as a local affair and states have only required reports to be made annually and compiled by the state department in the pub-

lished state reports. Table 7 shows that thirty-eight states at present have this status of control and that only nine have provided for varying accounts of state control over the local service. New Hampshire has state officers on the staff of the state superintendent of schools to help the local officers enforce the law. New York, Pennsylvania, California, Indiana, Alabama, and Michigan have state attendance supervisors with different degrees of power over the local districts. Delaware and Connecticut have accepted attendance enforcement by state officers in the local districts.

TABLE VII
DEGREE OF STATE AUTHORITY ESTABLISHED FOR THE LOCAL
ENFORCEMENT OF ATTENDANCE LAWS

1929

Degree of State Authority	Frequency	State		
None Except to Require Reports for Departments Annual Publications	38	Arizona	Massachusetts	Rhode Island
		Arkansas	Minnesota	Oregon
		Colorado	Mississippi	South Carolina
		Florida	Missouri	South Dakota
		Georgia	Montana	Tennessee
		Idaho	Nebraska	Texas
		Illinois	Nevada	Utah
		Iowa	New Jersey	Vermont
		Kansas	New Mexico	Virginia
		Kentucky	North Carolina	Washington
		Louisiana	North Dakota	West Virginia
		Maine	Ohio	Wyoming
		Maryland	Oklahoma	
State Supervisors of Attendance	7	Alabama	Indiana	Pennsylvania
		California	Michigan	New Hampshire
		New York		
State Officers for local Enforcement	2	Delaware	Connecticut	

Table 2 shows that the states with state supervision and control have efficient service with the exception of three states: Alabama and Michigan, which recently adopted the state system of supervision, and California, a state where the supervisor was not given authority to compel attendance officers to enforce the law. The attitude of the State Department of Education in California has been against any state authority¹; this is evident in the declaration that:

"Under the law the state Supervisor of Attendance, even when acting as a duly authorized agent of the Superintendent of Public Instruction has no power of enforcement of school attendance beyond the right to revoke a working permit, nor is it recommended that more power be sought. The enforcement of school attendance is a community's business and full responsibility should be centered therein."

The only other powers delegated state departments of education are in approving and dismissing local attendance officers. Five states have

(1) Second Biennial Report of California State Department of Education 1920. p42.

reserved the power of state approval; Alabama, Indiana, Kentucky, Maryland, and Oregon. Three state departments have the power of dismissing incompetent officers: Indiana, New Hampshire and Oklahoma.

Table 8 shows that there are three types of local units for the enforcement of the attendance laws. The Town or Township is the unit found only in the six New England States. The County is the unit accepted by twenty-three states and in which the appointment of county attendance officers is provided by law. In all these states it is possible for cities to appoint additional officers; but in Maryland, Oregon, Florida and Delaware the county officers are responsible for the entire county service. Visiting teachers in Delaware are responsible for the service and in Montana where county attendance officers are not appointed the county superintendent must be the enforcing official.

TABLE VIII
ATTENDANCE UNITS ESTABLISHED FOR LOCAL ENFORCEMENT
IN EACH OF THE STATES

1929

Unit	Frequency	State		
Town or Township	6	Massachusetts Connecticut	Maine New Hampshire	Rhode Island Vermont
County	23	Alabama Arizona California Delaware Florida Georgia Illinois Indiana	Kansas Kentucky Maryland Michigan Mississippi Missouri Montana Nebraska	North Carolina Ohio Oklahoma Oregon Tennessee Texas Washington
County District	18	Arkansas Colorado Idaho Iowa Louisiana Minnesota	New Jersey New Mexico New York North Dakota Pennsylvania South Dakota	South Carolina Utah Virginia West Virginia Wisconsin Wyoming

The County-district is the third type of organization to which eighteen states belong. Although the County is the state unit, the enforcement is left to a greater or less extent to district officers. New York provides for supervisory districts from one to eight in each of the counties.

Pennsylvania has the smaller rural districts under the supervision of the county superintendent of schools but the attendance is in the control of district officers. Idaho provides that the probation officer must enforce the attendance laws. Other states leave the attendance enforcement to the small local district school officials.

These three types follow roughly the geographical divisions of the United States. The New England States have the townships as the unit

and were among the first states to pass attendance laws. The district system is found for the most part in the Northern and Western Agricultural States. Eleven of the twenty three states with the County Unit are Southern Agricultural States which have most recently enacted compulsory education laws. The southern states have the poorest enforcement and also the county system, but it does not follow that the county system is bad. It was shown in Chapter 1 that only six states, and none of them the Southern Agricultural, have made provision in the laws concerning child labor in agriculture.

One fact should be noted, Keesecker² shows that in only twenty-three states county attendance officers are required; but it was found by means of the questionnaire in this study that attendance officers are provided in the cities of all the states except Mississippi. In Mississippi the teacher is supposed to enforce the attendance law.

Methods of Making Attendance Reports

All the state departments require attendance reports of local districts at stated intervals. These reports are sent by the local city school officers in two ways. Table 9 shows that in twenty-nine states the city reports are sent directly to the state office and eighteen send them to the county superintendent who compiles the report for the entire county and sends it to the state department.

TABLE 1X
METHODS OF SENDING CITY ATTENDANCE REPORTS
TO THE STATE DEPARTMENT OF EDUCATION

1929

Method	Frequency	State		
Report sent first to the County Superintendent	18	Alabama Arizona Arkansas Colorado Florida Idaho New Jersey	Indiana Maryland Mississippi North Dakota Ohio	Oklahoma Oregon South Dakota Washington West Virginia Wyoming
Report Sent Directly to State Department	29	California Connecticut Delaware Georgia Illinois Indiana Iowa Kentucky Louisiana Maine	Massachusetts Michigan Minnesota Missouri Montana Nebraska New Hampshire New Mexico New York North Carolina	Pennsylvania Rhode Island South Carolina Tennessee Texas Utah Vermont Virginia Wisconsin

Number of Pupils Per Local Attendance Officer

The number of children per attendance officer is not specified in many of the laws. The employment of attendance officers is required

(2) Keesecker. Op. Cit. p16.

in Alabama, Arizona and Indiana for towns with 2000 or more children and in Tennessee for towns with 5000 or more.

Continuation School, Establishment and Attendance Enforcement

The attendance at continuation school, where it is required, is enforced by local school officers. Table 10 shows that fifteen states make their establishment mandatory where there is a certain number eligible in the district, sixteen states make their establishment optional, while fourteen make no provision whatever for them.

TABLE X
ESTABLISHMENT OF CONTINUATION SCHOOLS
PROVISIONS MADE IN THE STATE LAWS

1929

Provision	Frequency	State		
Mandatory	15	California	Nebraska	Pennsylvania
		Florida	New Mexico	South Dakota
		Iowa	New York	Utah
		Massachusetts	Oklahoma	West Virginia
		Montana	Oregon	Wisconsin
Optional	18	Arizona	Indiana	North Carolina
		Arkansas	Kentucky	Ohio
		Colorado	Maine	New Jersey
		Connecticut	Michigan	Rhode Island
		Georgia	Missouri	Tennessee
		Illinois	New Hampshire	Washington
No Provision	14	Alabama	Maryland	Texas
		Delaware	Minnesota	Vermont
		Idaho	Mississippi	Virginia
		Kansas	North Dakota	Wyoming
		Louisiana	South Carolina	

Only one of the southern states, Florida, which recently passed the attendance law has made the continuation school mandatory. Eight of the southern states have made no provision whatever and only five have made their establishment optional. The Northern and Western Agricultural States seem to realize most the need of compulsory continuation education. Of the fifteen states requiring these schools only four states, Florida, Massachusetts, New York and Pennsylvania could be classed as Southern or Eastern.

Agents Provided for the Control of the Census

The provisions made for taking the census are divided into two parts, first the agents made responsible for taking enumeration in both urban and rural districts, second the method provided for sending reports to the state department from local districts.

The census is taken, at present, in all the states except Arizona and New Jersey. The latter named state will have a census provision

within a short time, according to the report from the State Department. The taking of the census is a local duty, but in every state the data required are prescribed by the state department of education, the State Superintendent of Schools, or they are specified in the statutes.

The only state control exercised over the census is the provision in four states, Connecticut, Maine, New Hampshire and Pennsylvania, for withholding state aid from districts which do not obey the law. These states are all Eastern Industrial States which are very successful in the enforcement of the law.

Table 11 shows that the taking of the census in rural districts is the responsibility of some school official in all except nine states and in these it is delegated to the district or county clerk.

TABLE XI
AGENTS RESPONSIBLE IN RURAL DISTRICTS FOR
THE ENUMERATION OF THE SCHOOL CHILDREN
1929

Agent	Frequency	State		
District or County Clerk	9	Iowa Montana New Mexico	Oklahoma Oregon South Dakota	Vermont Washington Wisconsin
Teacher	3	Delaware	Maryland	Mississippi
County Superintendent	2	North Carolina		Utah
County Attendance Agent	2	Florida	South Carolina	
		Alabama	Kentucky	North Dakota
		Arkansas	Louisiana	Ohio
		California	Maine	Pennsylvania
		Colorado	Massachusetts	Rhode Island
		Connecticut	Michigan	Tennessee
		Georgia	Minnesota	Texas
		Idaho	Missouri	Virginia
		Illinois	Nebraska	West Virginia
		Indiana	New Hampshire	Wyoming
		Kansas	New York	
District School Board	29			

The enumeration requirements for the cities are very similar to those for the rural districts. School officers are held accountable in the cities of all the states, except in Wilmington, Delaware; in this city the police commissioner is responsible. Table 12 shows that paid enumerators are specified in twelve states; the city attendance officer is responsible in three states; and the local board of education in thirty states.

Methods of Sending City Census Reports to State Department

Table 13 shows that in twenty-five states the census reports of the cities are sent directly to the State Department of Education while in

twenty-two others they are first sent to the county superintendent of schools who send a combined report for the county to the State Department.

TABLE XII
AGENTS RESPONSIBLE IN THE CITIES OF THE STATES FOR
THE ENUMERATION OF SCHOOL CHILDREN
1929

Agents	Frequency	State		
Enumerators	12	Connecticut	Missouri	Texas
		Delaware	New York	Utah
		Maine	Oklahoma	Virginia
		Massachusetts	Pennsylvania	Washington
Attendance Officer	3	Florida	New Hampshire	South Carolina
Board of Education	30	Alabama	Kentucky	Ohio
		Arkansas	Louisiana	Oregon
		California	Michigan	Rhode Island
		Colorado	Minnesota	South Dakota
		Georgia	Mississippi	Tennessee
		Idaho	Montana	Vermont
		Illinois	Nebraska	Virginia
		Indiana	New Mexico	West Virginia
		Iowa	North Carolina	Wisconsin
		Kansas	North Dakota	Wyoming

State Control of Delinquency

Every state has made provision in its laws for the establishment and control of reformatories for incorrigible children. These institutions are

TABLE XIII
METHODS OF SENDING CITY CENSUS REPORTS
TO THE STATE DEPARTMENT OF EDUCATION
1929

Method	Frequency	State		
Reports Sent Directly to the State	25	California	Minnesota	Rhode Island
		Connecticut	Missouri	South Carolina
		Delaware	New Hampshire	Pennsylvania
		Georgia	New Mexico	Texas
		Kentucky	New York	Utah
		Louisiana	North Carolina	Vermont
		Maine	Oklahoma	Virginia
		Massachusetts	Oregon	Wisconsin
		Michigan		
Reports sent to the County Superintendent He sends the Compiled Report to the State Department	22	Alabama	Iowa	Ohio
		Arizona	Kansas	Oregon
		Arkansas	Maryland	South Dakota
		Colorado	Mississippi	Tennessee
		Florida	Montana	Washington
		Idaho	Nebraska	West Virginia
		Illinois	North Dakota	Wyoming
		Indiana		

placed under the control of a Board appointed by the governor in most of the states. Table 14 shows that twelve states designate the body as

"Board of Trustees," twelve states as "Board of Control," five states as the "Board of Managers." Other Boards are designated in six states: a "Board of Directors" in Connecticut; a "Board of Charities" in Kentucky; "Board of Administration" in Kansas; "State Board of Public

TABLE XIV
NAMES OF AGENCIES PROVIDED FOR THE CONTROL
OF STATE REFORMATORIES

1929

Names of Agents	Frequency	State		
Board of Trustees	12	California Delaware Illinois Indiana	Massachusetts Maine Mississippi New Hampshire	North Carolina New Mexico Utah Virginia
Board of Controls	12	Arizona Colorado Iowa Minnesota	Nebraska New Jersey North Dakota Oklahoma	Oregon Texas West Virginia Wisconsin
Board of Managers	5	Alabama Arkansas	Georgia Maryland	New York
Boards— Others	6	Connecticut Florida	Kentucky Kansas	Missouri South Carolina
State Board Education	5	Idaho Louisiana	Montana Pennsylvania	Washington
Penal and Charitable Commissions	3	Rhode Island	South Dakota	Wyoming
State Commissions	3	Nevada	Tennessee	Michigan
Director Public Welfare	2	Ohio	Vermont	

Welfare" in South Carolina; and "State Prison Board" in Missouri. "Penal and Charitable Commissions" are provided in three states, "State Commission" in three others, and "Director of Public Welfare" in two others.

Table 15 shows that the size of the governing body varies from one director in Ohio, Tennessee, Vermont and Washington to fifteen members in Maryland and North Carolina. The number designated by fifteen states is five members, ten states have three members, and six states have seven members. The other states have members on the boards from eight to fifteen. In eight states the number is not definite, they are designated as the "Governor and Executive Officers," "State Board of Education," or "State Board of Control."

These appointive Boards of officers are in every case appointees of the governor, and usually with consent of the senate. Ten states

provide for the governor himself to be either an ex-officio or active member on the board. These states are: Alabama, Arizona, Florida, Kansas, Maryland, Nevada, New Mexico, Oregon, South Carolina and Wyoming.

Parental schools have established in many of the states by local school authorities for truant children and those who commit minor offenses. Table 16 shows that only five states have made the establishment

TABLE XV
NUMBER OF MEMBERS APPOINTED ON THE BOARDS
FOR THE CONTROL OF STATE REFORMATORIES

1929

Members	Fre- quency	State		
1	3	Ohio	Tennessee	Vermont
3	10	Arizona California (boys) Colorado (girls)	Iowa Missouri North Dakota	Oregon Texas West Virginia Wisconsin
4	3	Indiana	Minnesota	Kansas
5	15	California (girls) Colorado (boys) Delaware Georgia (girls) Maine	Illinois (boys) Michigan Mississippi Nevada New Jersey	New Mexico Oklahoma South Dakota Virginia (boys) Wyoming
7	6	Georgia (boys) Illinois (boys)	New Hampshire New York (girls)	South Carolina Utah
8	1	Kentucky		
9	3	Connecticut (girls)	Massachusetts	Rhode Island
11	1	Maryland (boys)		
12	3	Alabama (boys)	Connecticut (boys)	Virginia (girls)
14	1	Alabama (girls)		
15	2	Maryland (girls)	North Carolina	
Indefinite	8	Arkansas Florida Idaho	Louisiana Montana Nebraska	Pennsylvania Washington

of these schools mandatory, twenty-one states have specified in the laws that they are permissible, and twenty-one have made no provision. An examination of the Table again shows that ten of the southern states have made no provision for the establishment of these schools, and none has made them mandatory. No doubt many of the states

which make no provision have parental schools in some of the city districts.

The prosecution of delinquent children is usually the duty of the attendance officer, superintendent, or board of education. There are a

TABLE XVI
THE PROVISIONS FOR PARENTAL SCHOOLS, STATE
REQUIREMENTS FOR THEIR ESTABLISHMENT

1929

Provision	Frequency	State		
Mandatory	5	Colorado Illinois	Massachusetts Pennsylvania	Utah
Permissible	21	Alabama California Connecticut Delaware Indiana Iowa Kansas	Louisiana Maine Maryland Michigan Minnesota Mississippi Missouri	Montana New Jersey New York Oregon Tennessee Washington Nebraska
No Provision	21	Arizona Arkansas Florida Georgia Idaho Kentucky New Hampshire	New Mexico North Carolina North Dakota Ohio Oklahoma Rhode Island South Carolina	South Dakota Texas Vermont West Virginia Wisconsin Virginia Wyoming

few exceptions: in Arkansas and Idaho the prosecuting attorney is responsible; in Delaware the State Visiting Teachers; in Connecticut, the State Prosecuting Officers; in Maryland, the Inspectors of State Bureau of Labor and Statistics; and in Utah and Wyoming, the probation officers are designated where there is no attendance officer.

State Control of Child Labor Enforcement

It is found in Table 17 that nineteen titles are used for the state agencies which enforce the Child Labor Laws. Only two States, Idaho and South Carolina, have no state agent. "Commission" is the title designated by five states, while "Commissioner" is used by twenty-two other states. "State Inspector" is found in the statutes of twelve states. "Department," "Board" and "Bureau" are each used in the statutes of two states.

While child labor officials are doubtless provided by many states, still only six States, North Carolina, Delaware, Utah, Oregon, New Mexico, and Alabama use the special title of "Child" in the statutes. The duty of enforcing the Child Labor Laws is that of the Labor Department in every state except New Hampshire where it is delegated to the State Department of Education. Two other States, Delaware and

Connecticut, in addition to the State Factory Commission have the State Department of Education directly responsible for the enforcement of the attendance and in part the Child Labor Law. New Jersey also delegates the authority to the State Department of Education to revoke

TABLE XVII

STATE AGENCIES PROVIDED FOR THE CONTROL OF CHILD LABOR

NAME OF THE STATE BODIES AND THE FREQUENCY OF EACH

1929

Agent	Frequency	State	
None	2	Idaho	South Carolina
Commission			
Child Welfare	1	North Carolina	
Industrial Welfare		California	Wisconsin
Child Labor	2	Delaware	Utah
Commissioner			
Labor and Statistics	3	Arkansas Wyoming	Maryland
		West Virginia	Michigan
		Connecticut	New Jersey
		Iowa	Oklahoma
Labor	12	Kentucky	South Dakota
		Louisiana	Texas
		Maine	Washington
Industries	1	Vermont	
Commerce and Labor	1	Georgia	
Agriculture and Labor	1	North Dakota	
Labor and Industries	4	Massachusetts Minnesota	Montana Pennsylvania
State Inspector			
Factories	7	Arizona Colorado Illinois Kansas	Mississippi Missouri Rhode Island
Labor	1	Florida	
Workshop and Factories	2	Ohio	
Child Labor	2	Oregon	New Mexico
Department			
Child Welfare	1	Alabama	
Labor	1	Nebraska	
Board			
State Industrial	2	Indiana	New York
Education, State	1	New Hampshire	
Bureau			
Immigration Labor and Statistics	1	Utah	
Industry Agriculture	1	Nevada	
Immigration			

the working permits, although it has its "Department of Labor" to enforce the Child Labor Law.

The size of the Bodies for the control of child labor as a rule is not given but rather designated as the Commission, or the Commissioner and his staff. Wisconsin and New York have three members on their boards; North Carolina has four; California, Oregon and Nevada have five members; Delaware has eight; and Alabama has nine members on the Board of Child Welfare.

The members of the boards are appointed, as a rule, by the Governor with the consent of the senate. The exceptions are found in three

TABLE XVIII
TERM OF STATE CHILD LABOR OFFICIALS LENGTH OF
TERM AND FREQUENCY FOR EACH PERIOD

1929

Years	Fre- quency	State		
Indefinite	19	Alabama Arizona Arkansas Colorado Connecticut Georgia Idaho	Illinois Indiana Kentucky Louisiana Mississippi Missouri	Nevada New Hampshire New Mexico North Carolina South Carolina South Dakota
2 Years	7	Delaware Maryland Michigan	Nebraska Texas	Utah Vermont
3 Years	6	Kansas Maine	Massachusetts New Jersey	North Dakota Rhode Island
4 Years	11	California Florida Minnesota Oklahoma	Ohio Montana Pennsylvania Tennessee	Wyoming West Virginia Washington
5 Years	1	Oregon		
6 Years	2	New York	Wisconsin	

states. The Supreme Court Judge appoints the members in Delaware and they are elected by the electors in Oklahoma and North Dakota. As a result of their appointment being made by the governor, the term of office is indefinite in many states. Table 18 shows that nineteen states have indefinite provision made; seven states make the appointments every two years; six states every three years; eleven states every four years; one state appoints every five years; and two states permit the members to hold office six years.

Table 19 shows that the forms used in issuing work permits are prepared by the Child Labor Commission or agent in ten states. They are prepared by the State Department of Education in nine other states.

Table 20 shows that duplicate copies of work permits issued are required by the Child Labor Commission in eighteen states, and by the State Department of Education in three states.

TABLE XIX

STATE PREPARATION OF CHILD LABOR CERTIFICATES, STATE
AGENCY DESIGNATED AND THE FREQUENCY OF EACH

1929

Agent	Fre- quency	State		
Child Labor Commission	10	Alabama Maine Nebraska Oregon	North Dakota Oklahoma North Carolina	South Carolina Virginia Wisconsin
Educational State Departments	9	Delaware Indiana Missouri	Montana New Hampshire New Jersey	Ohio Pennsylvania Rhode Island

TABLE XX

STATES IN WHICH DUPLICATE COPIES OF WORK PERMITS ARE
REQUIRED BY STATE AGENCIES

1929

Agent	Fre- quency	State		
Child Labor Commission	18	Alabama Connecticut Georgia Illinois Indiana Iowa	Kansas Kentucky Louisiana Minnesota Nebraska New Jersey	New Mexico Oklahoma Virginia West Virginia Wisconsin Wyoming
State Department of Education	3	Arizona	California	Pennsylvania

TABLE XXI

LOCAL ISSUANCE OF CHILD LABOR PERMITS OFFICER MADE
RESPONSIBLE IN THE STATE LAWS

1929

Officer	Fre- quency	State		
State	8	Arkansas Connecticut Delaware	Louisiana Maryland Oregon	Vermont Wisconsin
State Certified Local Officers	5	Delaware Indiana	North Carolina Wisconsin	Wyoming
Local School Officers	31	Alabama Arizona California Colorado Florida Idaho Illinois Iowa Kansas Kentucky Maine	Massachusetts Minnesota Missouri Montana Nebraska New Hampshire New Jersey New Mexico New York North Dakota	Ohio Oklahoma Pennsylvania Rhode Island South Carolina South Dakota Tennessee Utah Washington West Virginia
County Judge	4	Kansas Louisiana	Oregon	Washington
No Provision	2	Georgia	Mississippi	

Table 21 shows that state officers are delegated to issue work permits in eight states, but that two of these states, Delaware and Wisconsin and three others, Indiana, North Carolina and Wyoming permit the local officials to issue permits when authorized by the State Department. This Table also shows that certification for work permits is the duty of local school officers in thirty-one states. The county judge is designated in four states, one of which, Oregon, has provided also a state officer to issue permits. No provision is made in Georgia and Mississippi to require work permits of children.

It can be seen that most of the states with state officers or state certified officers are those which enforce the attendance laws satisfactorily. It can likewise be seen that the local school officers are accepted by the majority of the states to issue work permits.

State Control of Education of Blind and Deaf Children in Institutions

Table 22 shows that eight states do not provide Boards to control the Blind and Deaf Institutions. Six of these states provide state aid to educate the handicapped children in institutions of other states or private schools. Two of these States, Georgia and Mississippi, make no provision whatever for the blind and deaf children.

The title usually given these governing bodies is "Board;" eleven states designate it as "Board of Control," eight as "Board of Trustees,"

TABLE XXII

AGENTS PROVIDED FOR CONTROL OF BLIND AND DEAF STATE INSTITUTIONS. THE NAMES OF THE AGENTS AND THE STATES
1929

Name	Frequency	State		
None	7	Arizona Maine Mississippi	Nevada New Hampshire	Rhode Island Vermont
Board of Control	11	Alabama Arkansas Michigan Nebraska	Oklahoma Oregon Tennessee Texas (deaf)	Washington West Virginia Wisconsin
Board of Trustees	8	Colorado Florida Indiana	North Dakota Pennsylvania Rhode Island (deaf)	Texas Utah
Other Boards	15	Connecticut Illinois Kansas Kentucky Louisiana	Maryland Minnesota Missouri New Mexico North Carolina	Ohio South Carolina South Dakota Virginia Wyoming
Commissioner for Blind	2	Delaware	Massachusetts	
Academy for the Blind	1	Georgia		
State Council for the Blind	1	Pennsylvania		

while institutions in fifteen other states are under the control of boards which are eleven in number but are not named in the Table. Three other titles are used for these bodies, "Commission for the Blind," "Academy for the Blind," and "State Council for the Blind," each of which is represented by one state. The State Department of Education has control of these institutions in six states.

Table 23 shows that the boards are composed of three or five members in twenty-one states. Eight states have no boards; eight states delegate the responsibility of either one or both of the blind and deaf institutions to the State Department of Education; while four states have boards with four members each, two have six members, four have seven members, three have nine members, one has eleven members, and one state has twelve members on the board.

Table 24 shows that the members are appointed as a rule for a term of from four to six years. Five states do not clearly specify how long the members are appointed, one state has the members appointed for two years, one for three years, twelve for four years, five for five years, thirteen states for six years and one for eight years; the State Department of Education has permanent control of the institutions in eight states so no number of years is specified.

The appointing agency is in almost every case the governor but with the consent of the senate. In Delaware the judges of the supreme

TABLE XXIII
SIZE OF BOARDS FOR CONTROL OF BLIND AND DEAF INSTITUTIONS
NUMBER OF MEMBERS ON BOARDS AND STATES
WITH EACH NUMBER

1929				
Number of Members	Frequency	State		
3	8	Arizona Georgia Maine	Mississippi New Hampshire Nevada	Rhode Island Vermont
4	4	Indiana Kansas	Louisiana	Ohio
5	10	Colorado Connecticut Florida Maryland	Missouri New Mexico North Dakota	South Carolina South Dakota Wyoming
6	2	Massachusetts	Utah	
7	4	Delaware Georgia	Minnesota	Pennsylvania (blind)
9	3	Kentucky (blind)	Pennsylvania (deaf)	Rhode Island (deaf)
11	1	North Carolina		
12	1	Kentucky (deaf)		
State Board of Education	8	California Idaho Iowa	Maryland (deaf) Massachusetts	Montana New Jersey New York

court are the appointive power. In Texas, the Board consists of the Governor, Lieutenant Governor, and Attorney General, with the State Superintendent of Schools as Secretary-Treasurer. The Board in Wyoming also consists of the Governor, Secretary of the State, State Auditor and State Superintendent of Instruction.

There is provision made in the laws of only five States, Massachusetts, Mississippi, Nebraska, Oklahoma and Pennsylvania, that crippled children must be sent to state homes. Six States require that they be cared for at home: California, Illinois, New Jersey, New York, Oregon and Rhode Island. The only other provision made by the states to control their education is in providing state aid; seven States do this: Alabama, Indiana, Illinois, Louisiana, Maine, Maryland and New Hampshire.

TABLE XXIV

LENGTH OF TERM STATE BOARDS ARE APPOINTED FOR BLIND AND DEAF INSTITUTIONS. THE NUMBER OF YEARS APPOINTED AND THE STATES FOR EACH PERIOD

1929

Years	frequency	State
None	4	Arizona Maine (blind)
Indefinite	5	Alabama Georgia New Hampshire Vermont
2	1	Maryland
3	1	Oklahoma
4	12	Connecticut Florida Indiana Kansas Kentucky (blind) Louisiana Missouri North Dakota New Mexico Ohio Pennsylvania Virginia
5	5	Delaware Illinois Minnesota Oregon Massachusetts
6	14	Arkansas Colorado Kentucky (deaf) Michigan North Carolina Nebraska Rhode Island South Dakota Tennessee Texas Utah Washington West Virginia Wisconsin
8	1	South Carolina
State Superintendent of Education	8	California Idaho Iowa Maryland Massachusetts Montana New Jersey New York

TABLE XXV
NUMBER OF AGENTS PROVIDED IN THE STATE DEPARTMENT OF
EDUCATION FOR THE CONTROL OF ATTENDANCE SERVICE

State	*1	2	3	4	5	6	7	8	9	10	Total
Indiana	1	1	1	1	1	1	1	1	1	1	7
Maine	2				1	1				1	3
Oregon	3		1			1		1			3
Wisconsin	4				1	1	1				3
New Hampshire	5	1		1	1	1			1	1	5
Massachusetts	6				1	1			1	1	3
New York	7	1			1	1					3
Ohio	8				1				1		2
Vermont	9							1			1
Texas	10										0
Nevada	11										0
Montana	12					1					1
South Dakota	13										0
Wyoming	14						1	1			2
Kansas	15					1					1
Pennsylvania	16	1			1	1			1	1	6
Delaware	17	1				1		1			3
Rhode Island	18					1					1
North Dakota	19					1					1
Illinois	20						1			1	2
Connecticut	21	1			1		1	1			4
Missouri	22					1					1
Nebraska	23					1	1			1	3
Maryland	24		1					1		1	3
Utah	25										0
Minnesota	26						1				1
Michigan	27	1									1
West Virginia	28						1				1
Iowa	29						1				1
New Jersey	30					1	1		1		3
Idaho	31										0
Washington	32										0
New Mexico	33						1				1
Virginia	34				1	1					2
Colorado	35										0
California	36	1					1		1		3
Arizona	37						1				1
Louisiana	38						1	1		1	3
Georgia	39						1				1
North Carolina	40					1		1			2
Florida	41										0
Mississippi	42									1	1
South Carolina	43						1				1
Alabama	44	1	1			1	1		1	1	6
Arkansas	45							1			1
Tennessee	46										0
Oklahoma	47			1		1	1			1	4
Kentucky	48		1				1				2

* Columns are explained thus:

1. Rank in efficiency of the attendance service, 1926.
2. Provision of State Attendance supervisors or enforcing officials.
3. Approval of local attendance officers by the State Department of Education.
4. Power of removal of incompetent local officers vested in the State Department of Education.
5. Power of withholding State aid for failure to take the census properly.
6. Preparation of child labor permits by the Child Labor Commissioner or State Department of Education.
7. Duplicate copies of work permits required by the State Child Labor Commissioner or State Department of Education.
8. Local issuance of work permits by state officers or state certified officers.
9. Control by the State Department of Education of blind and deaf institutions.
10. Crippled children required to be sent to state institutions or provided state aid for local education and rehabilitation.

SUMMARY

1. Thirty-eight states have made no provision for controlling attendance in the local districts. They require only reports for the annual or biennial publications of the State Department.

2. Nine states have adopted state agencies for some control of the attendance service. Some of these are among the most efficient states in the enforcement of the law. Only two of these states have accepted entire control of the service and have provided state officers for local enforcement.

3. There are three types of units for local control of attendance: town or township in New England States, county-district in the North and Western States and county in Southern States.

4. The cities of all the states, except Mississippi, require city attendance officers; but only twenty-three of the states require the appointment of county officers, and thirty-nine require district attendance officers.

5. Continuation schools are mandatory in only fifteen states, and they are permissible in sixteen others. Only one Southern state has made continuation schools mandatory.

6. The number of children per attendance officer has been stated in only four states.

7. The attendance reports required of the cities are in eighteen states first sent to county authorities, while in twenty-nine states they are sent directly to the state department. The city census reports in twenty-five states are sent directly to the state department and in twenty-two are first sent to the county superintendent.

8. The taking of the census is a local function in every state, where required. The only control exercised by the states are in prescribing data to be collected, and in four states the withholding of state aid for non-compliance with the law.

9. Sixteen different titles have been used for the agencies established to control state reform schools. The most popular titles are "Boards of Trustees," "Board of Control," and "Board of Managers." The State Board of Education is designated in six states.

10. The size of these Boards vary from one to fifteen members. Five members is the most prevalent and found in fifteen states. The governor is designated as a member of the Board in the statutes of ten states.

11. Parental schools are required in only five states and made permissible in twenty-three others. The Southern states are very lax in making provisions for them.

12. The prosecution of delinquent children is usually the duty of local school officers.

13. In all except three states some agent has been provided to enforce the child labor law. In twenty states one officer is specified while the agents in the other states are designated as Bureaus, Boards, Commissions or Departments. These bodies are usually appointed by the governor with the consent of the senate. The length of term varies from two to six years.

14. These state agencies prepare work permits forms in nineteen states. In ten of these states they are prepared by the child labor agency and in nine others by the State Department of Education. Duplicates are required of local officers of the permits issued in twenty states, seventeen by the child labor agency, and three by the State Board of Education.

15. The blind and deaf state institutions are under the control of bodies usually designated as "Boards." These Boards contain from three to twelve members, with three and five members occurring most frequently. The appointing agency is the governor in all except three states.

CONCLUSIONS

1. Enforcement of attendance laws is accepted as a function of local school authorities.

2. No local unit can be designated as the most desirable for all the states. The development of the units has been according to geographical division of the United States.

3. The reason for attendance laws being better enforced in cities than rural areas is due in part to the fact that attendance officers are almost universally required in cities but not in rural districts.

4. One reason for illiteracy in the Southern States is the lack of provision for continuation schools to care for the older children and also parental schools to compel the delinquent children to get an education.

5. Table 25 shows that states with more efficient attendance service have adopted more state agents to control the local service. If Alabama and Oklahoma are taken from the lower part of the list the fact becomes more apparent. Alabama adopted the present agencies only in 1927 and Oklahoma was one of the last states to adopt attendance laws.

CHAPTER IV

PROVISION MADE FOR ATTENDANCE LAW ENFORCEMENT IN EIGHT SELECTED STATES

These eight states chosen represent each type of state organization found in the United States; they have either been able to enforce the laws very efficiently or have within recent years greatly increased the efficiency of the service. They also represent different sections of the country: Massachusetts and Connecticut are in New England, New York and Pennsylvania are Eastern Industrial States, Maryland and Delaware are Southern states and Indiana and Ohio are Central Manufacturing and Agricultural states.

The provision made in the state departments of each of these states was personally investigated in order to find the personnel, office space required, reports required of local districts, the records kept, and the attitude of the state toward local enforcing officials. The efficiency and desirability of various devices, such as perfect attendance certificates, were also investigated. Each state is treated separately and a diagram is shown which gives the type of organization for both state and local enforcement.

OHIO

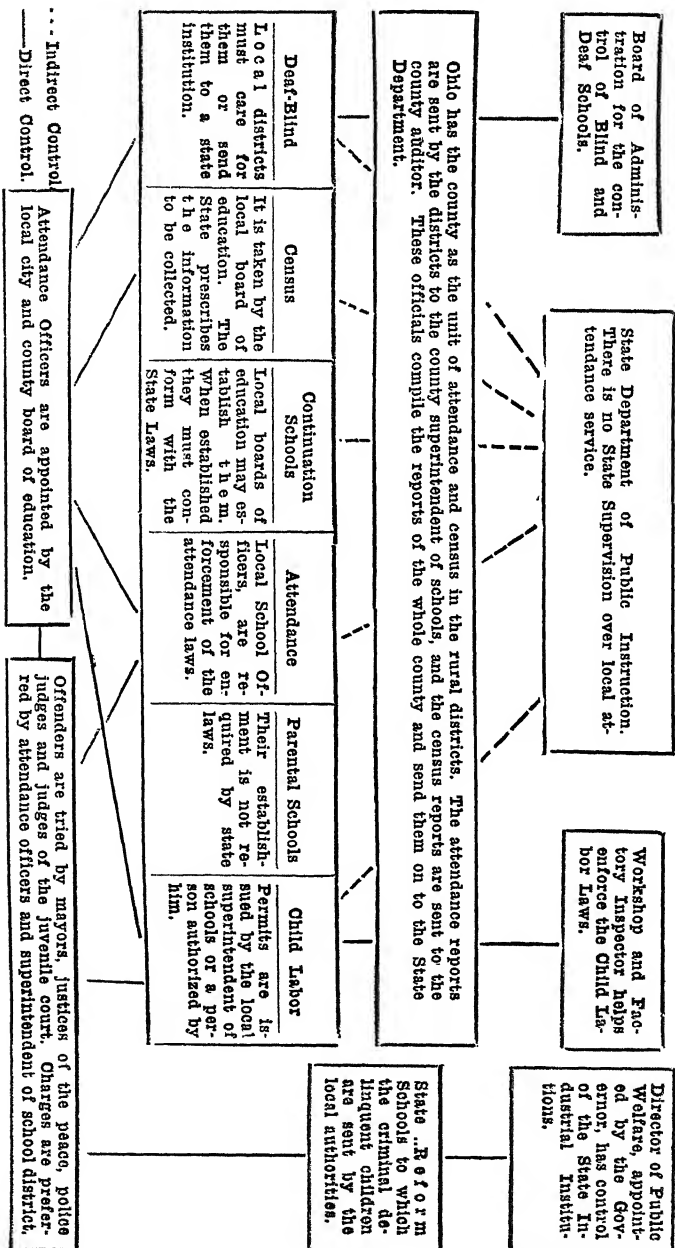
Diagram 1

Ohio is representative of the majority of the states. It has the county-district organization, that is, a county organization but with enforcement of the law in control of the district boards of education, and no state authority or supervision over the attendance service. Table 8 shows that Ohio is one of the states which requires the provision of county attendance officers; there are nineteen states of this type, however, which do not require county attendance officers.

There are in all thirty-one states belonging to this general type of state organization: Alabama, Arizona, Arkansas, Colorado, Georgia, Idaho, Illinois, Iowa, Kansas, Kentucky, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Jersey, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, South Dakota, South Carolina, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, Wisconsin and Wyoming.

Ohio established its attendance laws first in 1877 and there has been no radical revision since. Instead of making the change to include a

DIAGRAM 1 **ORGANIZATION OF ATTENDANCE SERVICE IN OHIO**



degree of state supervision, the state department has consistently amended and added to the laws in its efforts to make local enforcement more efficient.

There is no attempt whatever to control the attendance service by the State Department of Education. The attitude maintained is that of encouraging the local communities in their efforts. This fact was recently stated in a pamphlet issued by the Department¹.

"You should understand at the outset that the most complete power over all the details of your local school affairs is not lodged with the State Department of Education, but with your local board of education. The Ohio laws give to each local board full management and control of the schools in its district - - - . The changes that it (The State Department of Education) is able to bring about in your program of education are obtained not because of authority of law, but because the local school authorities see the wisdom of the states recommendations."

There is no Attendance Division in the State Department of Education. The Supervisor of Elementary Education answered the questions relative to the state function and methods of enforcement. The local districts make only an annual report of attendance and census which contain data required by the state; these reports are compiled for the whole State by the Statistical Division of the Department of Education.

The forms prescribed by the state are only those for the annual attendance reports and the child labor certificates. The state permits each district to keep attendance records in the manner it wishes; there are no state regulations as to how long a child must be absent before being dropped from the roll. As a result there is no assurance that children are not dropped in some communities after one or three days absence. This would make the attendance percentage much higher than in states where the child must be kept permanently on the roll unless removed from the district, deceased, or withdrawn when past compulsory school age.

The child labor certificates are prescribed by the state department, but the local school authorities issue them. There is a State Factory Inspector to help enforce the child labor law but in a recent survey² it was found that the local superintendent and truant officer were solely responsible and no state agent was ever known to have inspected the factories of the district.

Table 2 shows that Ohio has been able to enforce its laws with a high degree of efficiency. Only seven states surpassed it in 1926. These states, however, can not be compared with Ohio because the latter state has no uniform system of calculating attendance. Although

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- (1) Bliss, W. B. *You and Your State Department of Education.*
 - (2) Personal work in Survey of Maple Heights, Ohio.

it was credited with 85.5 per cent attendance, there is no assurance that the attendance is nearly so high as in some of the states which definitely define when a child can be dropped from the roll. There is need in Ohio of some agent in the state department to unify the records of all the communities of the state with regard to attendance.

MASSACHUSETTS

Diagram 2

The chief difference in the administrative organization between Massachusetts and Ohio is in the local unit. Ohio has the County-District system, while Massachusetts and other New England States have the Town or Township system. The other states which belong to this type of organization are Maine, New Hampshire, Rhode Island, and Vermont.

Massachusetts was the first state to pass compulsory attendance laws and has always remained a leader in compulsory attendance service. The attitude has been very similar to that in Ohio, that enforcement is a duty of local school officials; as a result there is no Attendance division in the State Department of Education. This state has been able to enforce its attendance laws. For 1918, Table 26 shows that 82.2 per cent of the children attend daily and that the attendance increased steadily until in 1926 the percentage attendance was 87.0. Table 27 shows that the number of days attended by each enrolled child increased from 141.5 in 1918 to 156.3 in 1926.

One factor contributing to the efficiency of attendance service in Massachusetts is the enforcement of the Child Labor Law. While attendance enforcement and issuance of work permits are left in control of local officers, the child labor enforcement is as strongly entrenched

TABLE XXVI

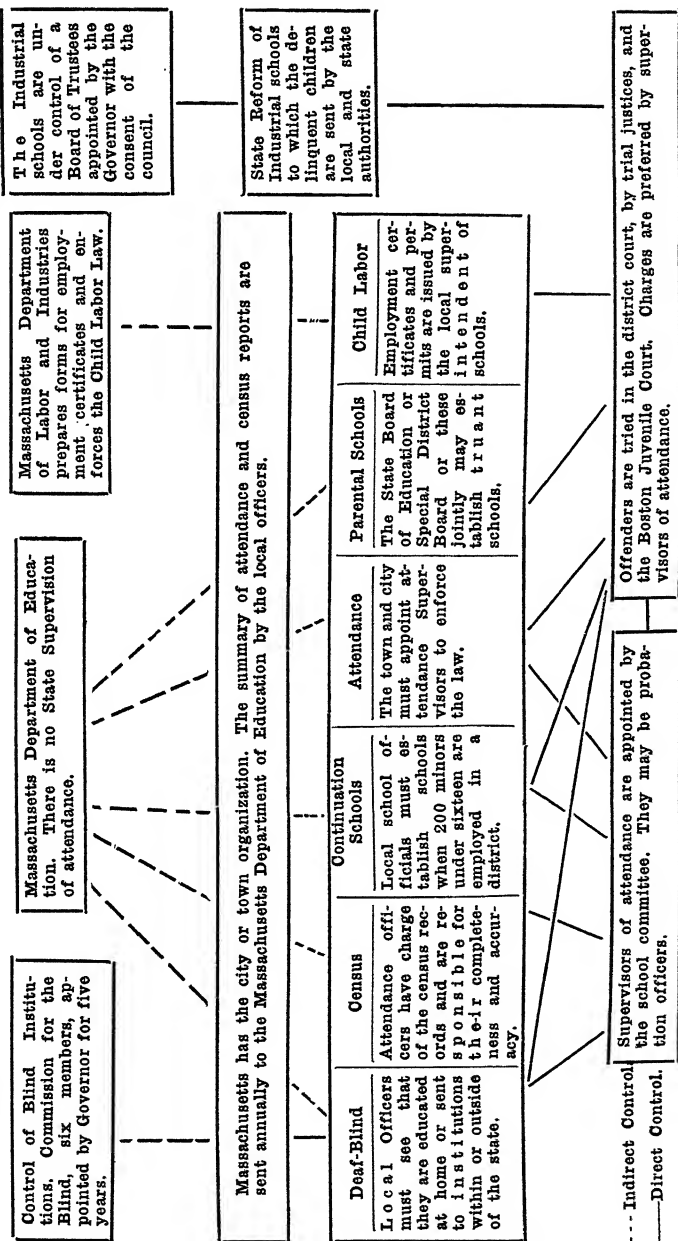
AVERAGE ATTENDANCE DAILY FOR EACH 100 PUPILS ENROLLED FOR
THE EIGHT STATES INVESTIGATED IN THIS STUDY³

1918-1926

State.....	1918	1920	1922	1924	1926
Connecticut	78.3	78.5	82.6	82.3	83.0
Delaware	66.3	71.1	76.3	82.9	83.6
Indiana	92.7	80.7	84.1	88.7	92.3
Maryland	68.8	72.6	79.0	79.5	81.3
Massachusetts	82.2	83.4	82.9	82.2	87.0
New York	77.9	79.2	83.3	83.3	85.9
Ohio	89.2	79.2	85.9	84.4	85.5
Pennsylvania	81.1	78.6	84.7	83.0	83.8
U. S. Average	74.6	74.8	79.3	78.8	80.3

(3) Data Derived from Biennial Reports of United States Bureau of Education.

DIAGRAM 2 ORGANIZATION OF ATTENDANCE SERVICE OF MASSACHUSETTS



as a state function. At present there are forty⁴ state inspectors in the State Department of Labor and Industries, thirty-two of whom prevent children from illegally entering employment, and who prosecute employers who hire children without permits. Even though local school officials should fail to enforce the attendance laws, the state agents prevent children from entering employment and there is then little else for them to do except attend school.

Table 28 shows that the Commissioner of Education prescribes uniform report blanks for the census and annual reports from the districts,

TABLE XXVII

AVERAGE NUMBER OF DAYS ATTENDED BY EACH PUPIL ENROLLED FOR EIGHT STATES INVESTIGATED IN THIS STUDY

1918-1926

State	1918	1920	1922	1924	1926
Connecticut	142.0	144.1	152.1	150.8	150.7
Delaware	108.7	129.2	137.5	147.0	154.1
Indiana	144.0	125.8	137.8	152.6	160.4
Maryland	117.3	130.3	143.3	147.2	151.2
Massachusetts	141.5	149.6	149.2	149.3	156.3
New York	145.4	148.8	154.1	156.5	159.4
Ohio	145.5	130.7	149.8	149.2	146.3
Pennsylvania	141.8	139.0	151.9	150.2	151.5
U. S. Average	119.8	121.2	130.2	132.5	135.9

TABLE XXVIII

PRINCIPAL SCHOOL ATTENDANCE FORMS ISSUED BY THE STATE DEPARTMENT OF EDUCATION FOR THE EIGHT STATES INVESTIGATED

1929

	Con.	Del.	Md.	Mass.	N.Y.	Pa.	Ohio	Ind.
Teacher's Register	1	1	1	1	1	1		
Census forms or data	1	1	1	1	1	1	1	1
Work Permits	1	1	*	*	1	1	1	1
Transfers		1				1		
Monthly reports to the State	1	1	1		1	1		1
Annual reports to the State	1	1	1	1	1	1	1	1
Perfect Attendance Certificate to Children	1	0				1		
Attendance notice to parents	1	1			1			
Teachers reports to								
Attendance Officers	1	1			1	1		
Attendance Officer's								
Report Books	1	1			1	1		
Exemption from School								
Attendance		1			1	1		

*—Issued by the Child Labor Departments. In Massachusetts the Child Labor Department cooperates with the Education Department.

0—Delaware has established an annual special Perfect Attendance Day.

(4) Massachusetts Child Labor Committee. *The School and the Working Child*, p17.

and also the teachers' attendance register which must be used by all the teachers of the state. These forms assure the state department that the reports will be uniform and that the figures of the state are comparable with data of other states.

MARYLAND

Diagram 3

The State Department of Education of Maryland has no Attendance Division. The state director of Music, as a part of his duties has the encouragement of high standards of achievement in attendance in the counties, but no attempt is made by the state office to supervise the actual work of the service.

The Teachers Register is the basis of attendance control; its use is required, by the State Department, for every teacher. Monthly reports are required from every teacher and principal to be sent to the office of the county superintendent. There the reports are compiled and the summary sent to the Bureau of Measurements in the state department for analysis. A much more comprehensive report of the same kind is required at the end of the year from which the analyses are made for the annual report of the department.

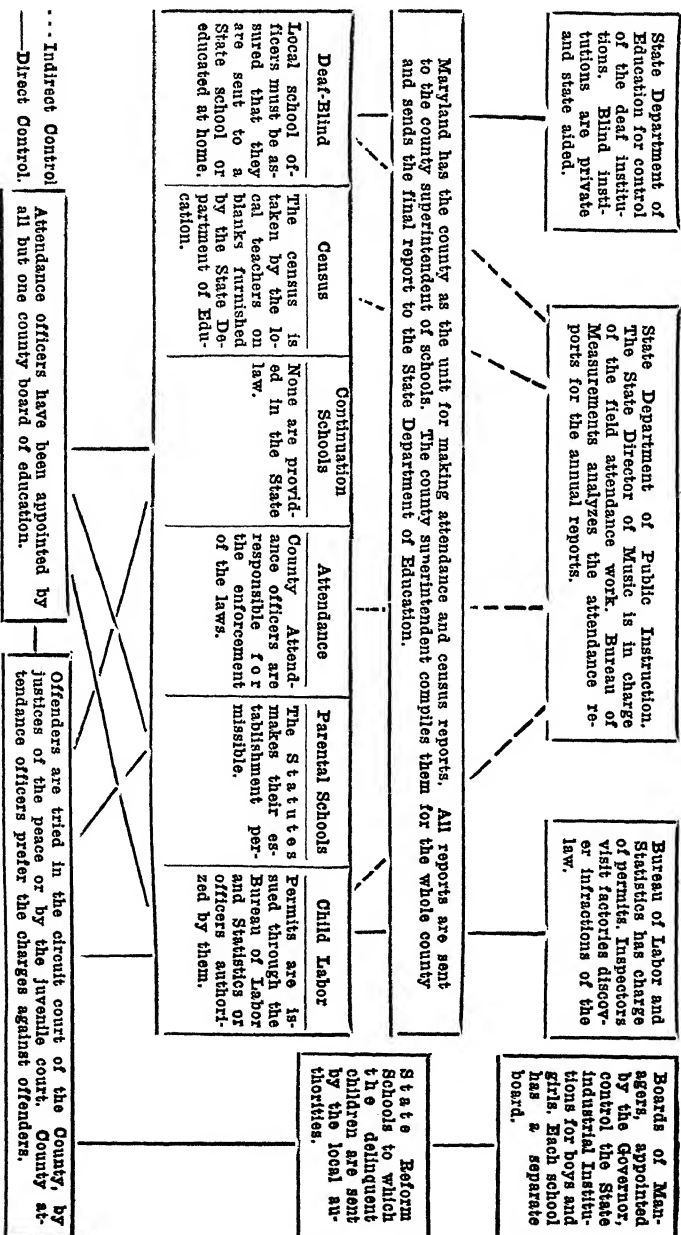
The other control exercised by the State Department of Education is in the taking of the census. The data required are determined and the blanks furnished by the State Bureau of Measurement. The actual count is made by the class room teachers, with the exception of Baltimore City, where the census is under the control of the City Police Commissioner.

That Maryland has succeeded in increasing the attendance is evident from Table 26, which shows that in 1918 the average attendance was 68.8 per cent and was 5.8 per cent below the average attendance for the United States as a whole. This had been increased in 1926 to 81.3 per cent or 1 per cent above the average attendance of the country; Table 27 shows likewise that Maryland has been able to increase the number of days attended by each pupil enrolled from 117.3 to 151.2 or 33.9 days. When the two factors are considered it must be admitted that the state has advanced. The average attendance is still much below what it might be, for Table 2 shows that in 1926 it was surpassed by twenty-three states in the per cent of daily attendance.

Child employment certificate issuance is under the control of the Bureau of Labor and Statistics of the state, and the permits are issued by the agents of the Bureau, or by a physician authorized by the Bureau who examines the children in the county.

Diagram 3 shows that Maryland is decentralized in the sense that there is no Bureau in the state department. The local units of attend-

DIAGRAM 3 **ORGANIZATION OF ATTENDANCE SERVICE IN MARYLAND**



ance are the counties of which there are only twenty-three, instead of the many small units which are found in the states with the county-district system.

The state department maintains a rather passive attitude toward enforcement. It conceives its duty⁵ to be the stimulation of good habits and setting up standards for regular attendance in the State through conferences with the county superintendents, teachers, and parents. An official in the Bureau of Measurements stated that attendance enforcement should be left to the local officials, for "while the attendance is increasing, the number of pupils is practically at a standstill in the State."

NEW YORK

Diagram 4

New York has an Attendance Division in the State Department of Education with a Director on the Staff of the Commissioner of Education.

The Division is provided with three rooms in the State Education Building. The force beside the Director and four field workers consists of one assistant director, five office workers, and some extra clerical help when it is needed.

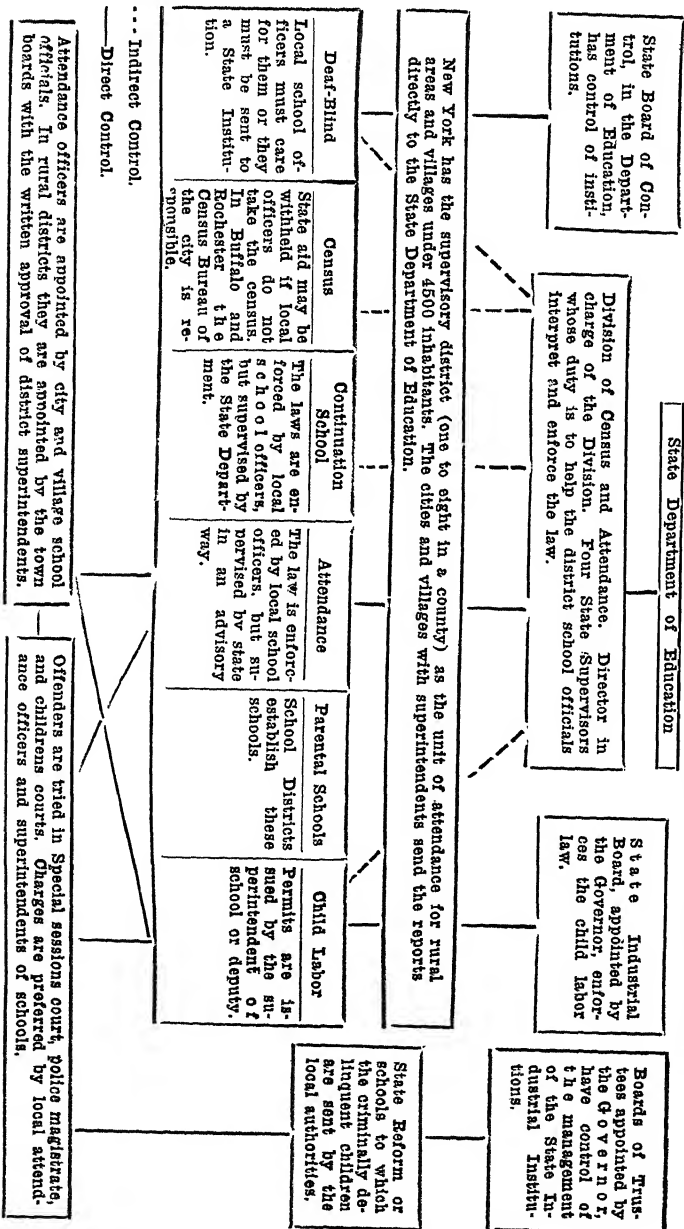
That such a large force is needed in the office is evident when it is realized that over ten thousand reports must be tabulated and summarized monthly by the Bureau for ten consecutive months of the year. The district superintendents collect and send the reports from all the one-room schools to the state department where they are tabulated; the cities and villages must also make these reports, but the superintendents or supervising principals tabulate the reports of the individual teachers and send in only the summary.

The State has for years supplied the report forms, Table 28, which the local districts are required to use and many of these have recently been revised. The employment certificates, the census forms, and teachers registers have all been changed within the last two years in an effort to make the material more valuable.

The division has considerable power over the communities. It can recommend to the Commissioner of Education that the State Aid be withheld from a community which fails to enforce the attendance and census laws. The Director, however, is not in sympathy with this procedure and seldom uses the authority vested in the office. He feels

(5) 1927 Report of the State Department of Education p246.

DIAGRAM 4 **ORGANIZATION OF ATTENDANCE SERVICE IN NEW YORK**



that it is the function of the Division to educate the local and district officials; that he should provide laws, print their explanation in readable terms, and have the attendance supervisors act as advisors and helpers in their interpretation and enforcement. The Director stated that he did not conceive it to be his responsibility to enforce the laws, but to see that they are enforced by the local authorities.

The Division has attempted to bring about improvement in several ways within recent years. It has made studies of the causes of retardation in school⁶. It has attempted to bring about better cooperation between the school authorities and the courts, and has been able to adopt a plan in which many of the school problems are settled at hearings in the schools by the school authorities; in some cities the cases are taken to court only as a last resort when the school officers are unable to handle them. The Division has made several attendance surveys⁷ in different cities of the State and has helped the local attendance officers in the solution of their problems. The taking of the census was an issue in 1929, special emphasis was placed on 100 per cent returns as the goal, and as a result 95½ per cent of the districts of the whole state reported the required data. One weakness of the attendance organization is in the type of men hired to enforce the laws. Hanson⁸ found them to be men with little more than an elementary school education. The former Director of the Division⁹ admitted the fact that "in too many instances the office is handed to some old man who needs the pittance that is usually considered a sufficient bit of charity thus extended, to some cripple in need, to some one who feels himself entitled to patronage for political service, or to the lowest bidder." This condition results from the fact that the state has no educational requirements whatever for these officers, and that they are appointed by the district superintendent.

PENNSYLVANIA

Diagram 5

The Child Helping and Accounting Bureau of Pennsylvania was established in 1921 with a Director in charge and one assistant director for field work. In 1928 a second assistant was added to help solve the problems relating to vocational and social guidance.

At present the Bureau has a staff of the three officers mentioned and six clerks for the compilation of the teachers reports which are

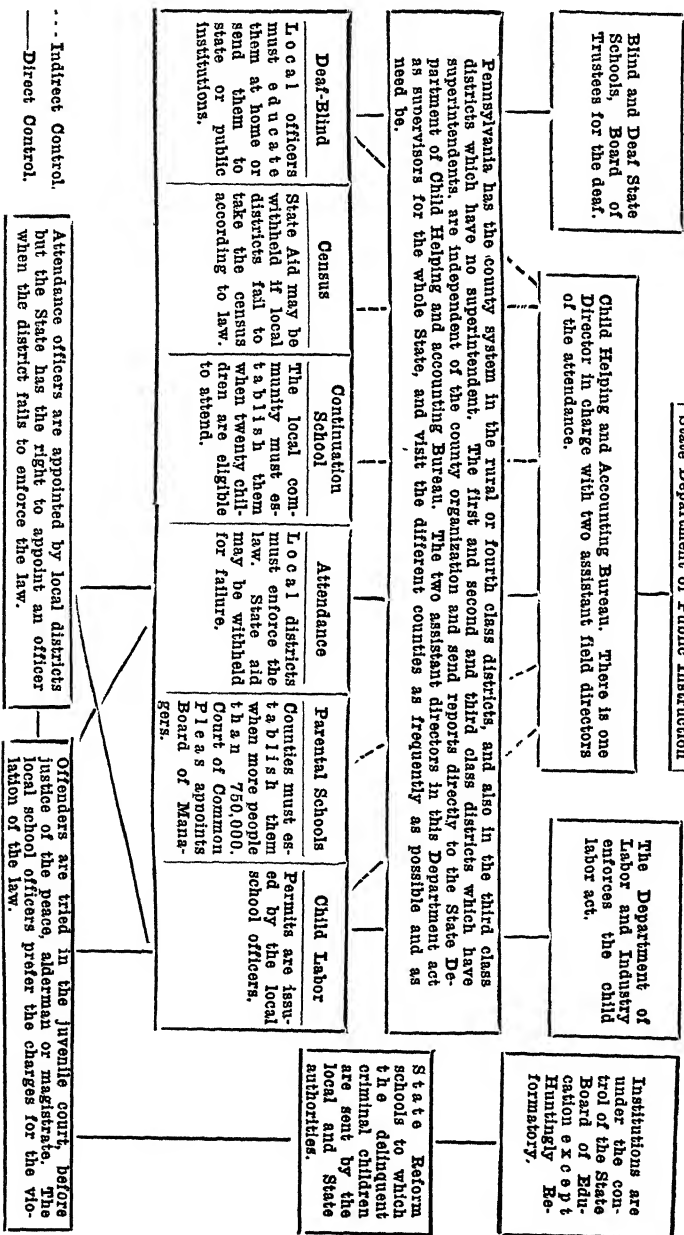
(6) 1926 Report of University of New York. p281.

(7) Ibid. p262.

(8) Hanson, W. L. Cost of Compulsory Attendance Service in the State of New York.

(9) University of State of New York. Annual Report 1924. p263.

DIAGRAM 5 **ORGANIZATION OF ATTENDANCE SERVICE IN PENNSYLVANIA**



required. The Bureau is located in the State Educational Building and has three rather large rooms which are necessary for the work to be done and the many filing cabinets for the records and reports of the service.

The state control of attendance in Pennsylvania, like that of Maryland and New York, ordinarily is through the use of the teacher's register and reports. The report which must be made every month contains forty items for both boys, girls and total. The other controls that the State might exercise are in withholding state aid and appointing attendance officers when districts refuse to comply with the law regarding census and attendance enforcement.

The teachers reports are compiled in the State Office for all the small fourth class districts. The larger—first, second, and third class districts which have superintendents,—compile their own reports and send the totals to the State Bureau. In the fourth class districts, the county superintendent every month receives a card from all the teachers in his district, giving the required data. These cards are checked and forwarded to the State Bureau to be compiled. As soon as the reports are received by the Bureau, they are rechecked for errors. If any errors are found, a post card, especially prepared for the purpose, is sent the teacher or superintendent which states the error and requests that it be rectified.

When corrected, the reports are compiled by the State Bureau of Statistics. The Child Helping and Accounting Bureau then tabulates the data for all the districts of each county on a large sheet. These sheets are sent to the county superintendents for their use. From them can be found where the most improvement is needed, where there is the most sickness, which districts have the highest attendance, which have the most absences, and other facts relating to their county systems. This is as far as the State Bureau goes; it leaves the actual enforcement of the laws to the local districts.

The State Bureau prescribes uniform blanks for all the State relating to pupil transfers, census data, attendance officers reports, and the different forms of work permits forms listed in Table 28. These uniform reports and forms all must be used by the local districts. Other requirements made by the state department are that the number and kind of employment certificates issued must be reported every quarter; that the census be taken properly and the data required be forwarded to the State Bureau at a certain time.

The Bureau attempts to stimulate attendance by perfect attendance certificates. A pupil with a perfect record for the year receives, from the state department, a certificate, with a large gold seal attached. A letter is also sent by the Director complimenting the pupil upon his

achievement. Whether the certificates are the cause of the improvement it is impossible to state with certainty, but in 1925-26 there were over 161,000 children with perfect records and in 1926-27 the number had been increased to over 191,000.

Pennsylvania, like New York, does not require any educational qualifications for attendance officers¹⁰. Although officers with the equivalent of an eighth grade is recommended as the minimum a district should accept. It is probable that the qualifications of the officers of the state are similar to those of New York.

If the Bureau of Education figures are accepted, the Child Helping and Accounting Bureau has not enabled the state to improve attendance conditions. Table 26 shows that the percentage of daily attendance has remained practically the same from 1922 to 1926; Table 27 shows further that the number of days attended in each year have not increased during those years. The annual reports of the state department show that the attendance has been between 92 and 93 per cent since 1922. The Director of the Pennsylvania Bureau wrote that these percentages were based on the ratio, in per cent, between the number of days that pupils attended school and the number of days they belonged. If the state figures should be accepted Pennsylvania would rank with the states which have the best attendance records.

INDIANA

Diagram 6

The new form of attendance organization was adopted in Indiana in 1921, the same year that Pennsylvania changed to its present form.

The Statutes enacted at that time created¹¹ a Division of Attendance in the State Department of Public Instruction with an executive officer as head of the Division. It was also required in this law that each county board of education and each city with a school population of two thousand pupils should appoint an attendance officer. This requirement divided the state into one hundred thirty-four attendance districts.

This state specified two duties for the State Board of Attendance which are relatively strict and seem to place a great deal of authority in the central organization. It was given authority first, to fix the qualifications of attendance officers and the power to remove them for incompetence or neglect of duty; second, it was given instructions to

(10) Digest of Laws Controlling School Attendance and Employment of Minors in Pennsylvania 1928.

(11) Child Accounting in Indiana. Blanche Merry. 1926 State Bulletin No. 85. p3.

design and require the use of a uniform system of attendance reports, records and forms for the entire state.

There are some fundamental differences between the organization of the Department of Attendance in Indiana and in the states of New York and Pennsylvania which have apparently similar organizations. While much authority is seemingly delegated to the central authority, it is redelegated to the local districts and the machinery required in the state office is reduced to a minimum.

The census reports are all sent to the county superintendent who compiles them for the whole county and sends the summary to the state department. The forms for the census are prescribed by the State Board of Attendance, but the actual enumeration is in the control of the local school officials.

The attendance reports, in all districts which contain less than two thousand children, are sent to the county attendance officer who compiles them and sends only the summary to the State Department of Attendance. In towns and cities whose pupil population is over two thousand, the local attendance officer is responsible for the making of the reports. These summaries have in the past been sent in every six weeks from the cities, and every month from the counties. A ruling was made by the State Board of Attendance in June 1929, that from then on only semi-annual reports would be required. These summaries are relatively simple and since there are only one hundred thirty-four attendance districts, the work required in the state office is negligible.

There is no separate office for the Attendance Department and the clerical work is all performed by one clerk. The State Attendance Director spends most of her time in the field visiting the different district officers, holding meetings in which the attendance officers in surrounding towns congregate at some central location and discuss the problem of how to improve the service. In a recent report it was stated¹² that every attendance officer in the state except a few in Indianapolis had been personally interviewed by the Attendance Director during the past year.

Although the state department places a strict interpretation upon the meaning of the attendance laws concerning the registration enroll-

(12) Vol. 3 No. 7 "The Hoosier Attendance Officer" June 7, 1929. p2.

ments and absences, no uniform teacher's register is prescribed. This is recognized as a handicap¹³.

"In those towns and cities which serve under a school board, yet are a part of the county attendance district, the county attendance officer leaves to the superintendent the instructions concerning record keeping. From the heads of the schools, the officer also receives the report data. There may enter into the record-keeping an individual attitude toward attendance. On the other hand the teacher's records from the duplicate sheet (a register used in approximately ninety counties) can be checked by the attendance officer. In each county there may be one or two townships where the trustee has bought a different register. This necessitates the attendance officer furnishing these townships special blanks. From the duplicate sheets a greater degree of uniformity is gained."

The attendance officers are theoretically licensed by the State Attendance Department, but this prerogative is not strictly interpreted. In the past, candidates with only an eighth grade education were allowed to take a state examination and, if passed, might be hired by the local school board; but if a candidate had a high school education a local board could hire him without the permission of the state board. The examination clause¹⁴ has this year been repealed and in its place high school graduation is required.

The State Board of Attendance has the power to remove incompetent attendance officers. This power is really that of the State Supervisor of Attendance and the method is by the use of a "success grade system." If an officer proves to be incompetent, the supervisor has power to give him a grade below passing (85 per cent) and require the local school officers to remove him and appoint another. No specific charges are necessary for the removal. If the work required is not proficiently done, if reports are inaccurate or not made, if absences are not investigated properly by the officer, he may be deemed incompetent and given a failing mark for his work.

That there is need of more highly trained officers is apparent when in the report cited above over one-third of the attendance districts had made errors in the interpretation of the causes of absence. As a result much data could not be used in charts prepared to show the relationships existing between illegal and legal absences, and the amounts of each in the state. This error would not invalidate attendance results, but does render the number legally and illegally absent of no use.

The forms for all work permits are specified and provided by the State Industrial Board, and duplicates must be sent to the board within five days of issuance. There are only two kinds of permits issued: one for regular employment and one for vacation work. In both instances the applicant must be examined by the school physician and properly qualified to do the work. Either the State Industrial Board or the

(13) Op. Cit. "The Hoosier Attendance Officer." p2.

(14) Ibid. p3.

State Department of Attendance can revoke certificates improperly issued by the local authorities.

Regular employment certificates are not very easily obtained in Indiana. The law states that (Sec. 6, Chap. 132, 1921. "Any child over fourteen and under sixteen years of age who has completed the work of the first eight grades of the public school or its equivalent may be permitted to withdraw from school upon the issuing to such a child of a lawful employment certificate." The two state boards in control of the issuance have ruled that children between fourteen and sixteen, seeking employment, must be cases where the employment is necessary for their own support or that of their immediate family. This policy combined with strict enforcement of the law by the local officers has resulted in a rapid reduction in the number of permits issued. In 1920¹⁵ when the new law was instituted 11,900 permits were issued; within two years this number had been reduced to 3,400; in 1925 only 1,200 were issued; and in 1928¹⁶ the number had been further reduced to 833. The extent to which the law functioned has been further checked in nine towns and cities of the state¹⁷. Of the 636 children found to be employed in these districts, 5 were 14 years of age, 26 were 15, 276 were 16, and 329 were 17 years old. Not all of those working had work permits. Of 21 doing farm work¹⁸ 11 had certificates; 14 of the 73 doing housework likewise were licensed, and about 10 per cent of the children working in factories were doing so without permits. While this is not a perfect record for these cities, it can be seen that not many of the children under sixteen years of age are leaving school for work.

Indiana has made the most rapid progress of any of the states in enforcement of attendance laws. Table 26 shows that in 1922 the percentage attendance for the state was 84.1 and in 1926 it had been increased to 92.3. Table 27 shows that the average number of days attended has likewise been increased from 127.8 in 1922 to 160.4 in 1926. These figures in 1926 place Indiana first of all the states in both per cent attendance and length of the school term.

The educational authorities of the State Department are convinced that these increases are due to the facts that the state has some real authority over local officers when it is needed, and that the state interpretation of the meaning of the Child Labor Law has been strictly

(15) Op. Cit. p67. Blanche Merry. Bulletin 85.

(16) 1928. Annual Report of the Industrial Board of the State of Indiana. p68.

(17) National Child Labor Committee School Work in Indiana 1928. p14.

(18) Ibid, p17.

enforced by local authorities. The enforcement of the law is left to local attendance officials, but they know that unless their work is properly done, the state has the right to revoke their certificates. Revocation of certificates has been seldom resorted to by the state department, rather a spirit of cooperation is sought between state and local officials, but the states has this power and when the need arises can use it.

CONNECTICUT

Diagram 7

The third type of state control is that in which the laws are enforced directly through the State Department of Education. There are at present only two states with this method of enforcement, Connecticut, a state which has had a highly centralized form since its establishment in 1872, and Delaware which adopted this method in 1921 after it was found that the local method of enforcement was not successful.

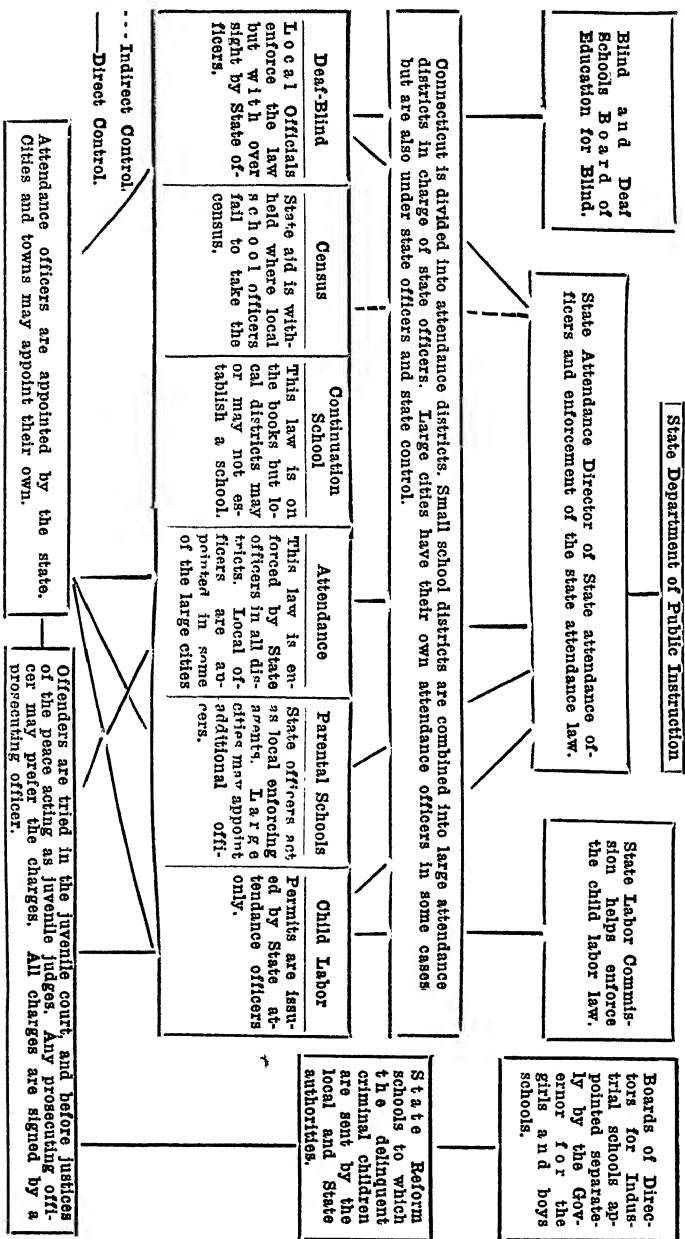
Connecticut¹⁹ has long been recognized as a leader in the enforcement of compulsory attendance. This was probably due to the highly centralized type of law enforcement. The officers appointed by the State Department of Education are responsible to the State Attendance Director for results in their districts. There are local officers appointed in several of the larger cities and enforcement is left to a great extent to them, but even there the state officers are over the local officials and have the power to compel enforcement of the law when necessary.

The Department of Attendance is located on the third floor of a large residential building which has been converted into offices for the Education Department. There are several rather small rooms in use, in which are provided the necessary desks, and filing cabinets for the attendance and employment reports. The personnel consists of one director, eight attendance agents, two prosecuting officers, and two clerks.

The teachers are required to send a complete attendance and absence report to the attendance supervisor every month on forms prescribed by the state department. If a child has been found to be irregular in attendance, a letter is sent by the Attendance Department to the parent, calling attention to the fact and the requirements of the law; if the child has been found to be absent without legitimate excuse the home is visited by the attendance supervisor and warning given for the future. All absences are supposed to be investigated by the local school and state attendance officers by use of notices and visitation.

(19) Webster, W. C. *Studies in History, Economics and Public Law*. pp32-48. 1897.

DIAGRAM 7 **ORGANIZATION OF ATTENDANCE SERVICE IN CONNECTICUT**



If these measures fail, the whole case is transmitted to Hartford and a special agent investigates, and, when necessary, prosecutes the offender.

The census is taken by the local school authorities on forms prescribed by the state, and, unless the data are reported by the time specified, the State has the power to withhold state aid from the district. The State Attendance Department, while dependent upon the local enumeration from year to year, has made one complete survey of the State. The survey was begun in 1919 and completed in 1923, and every child was accounted for in the state. Another survey of similar nature is contemplated in the near future. This survey prevents districts from padding the list and serves as an accurate guide for the distribution of state funds.

The state has complete control of the issuance of employment certificates. The State Department of Attendance supplies all the forms for superintendents and principals which must be filed out before a state agent will issue a permit to work. The certificate is issued in triplicate; one form is for the parent, one for the employer, and one for the files of the State Board of Education. The laws are rigidly enforced; as soon as a child leaves employment, the employer must report it to the state department, and the case is investigated by the use of a card sent to the child's parents. If within two weeks the parent does not reply, or an application has not been made by another firm for a duplicate of the certificate, the enforcing agent looks up the child. If he is neither employed nor attending school a written notice is sent the parent requiring him to return the child to school at once. It is impossible to enumerate all the forms prescribed by the state, but every phase of the service has its form which must be used.

The obligation of the state department in the control of attendance is that of helpfulness to the towns. The State Supervisors allow the local school districts to care for all the absences they can, and try to create the feeling that they are there to help rather than to force the school officials to do their duty.

As in Pennsylvania, certificates are issued to pupils, and also to rooms and schools for perfect attendance during the year. In 1927 there were 7,265 certificates issued to pupils who attended the entire time, besides 953 issued to either rooms in large schools or small schools which had had perfect attendance for a term.

Diagram 7 shows that the State Department of Connecticut has direct control of all the laws it tries to enforce. The continuation school is not required and as a result the state leaves the enforcement of attendance to the local district. While the census is a local enumer-

ation, the state has a very direct control over the work through the survey recently made.

In spite of all the safeguards made in this state to be certain that the children are educated, the achievement in the past ten years has not been outstanding. Table 26 shows that the percentage in daily attendance of those enrolled in Connecticut was 83.0 and that twenty other states equalled or surpassed it. Table 27 shows further that of these states studied, six surpass Connecticut in the average number of days attended by each pupil.

DELAWARE

Diagram 8

There is no attendance division in the Delaware State Department of Education. The law originally provided that the attendance supervision should be a duty of the Division of Research and Statistics, but this was changed in 1922. The Director of this Division was made Assistant Superintendent in charge of Elementary Schools and both offices were combined under one officer and have remained so since. Owing to this fact, there are no offices or special provisions other than the two rooms occupied by the Department of Elementary Education. The staff consists of assistant superintendent, four visiting teachers, and two clerks who help with both elementary education and attendance.

The school officials from the state department made a consistent effort to improve the condition in the schools. When the law was first enacted in 1918²⁰ the average number of days attended by the pupils was only 108.7, but this has been increased in the eight years to 154.1 and Table 27 shows that the percentage of attendance has increased from 66.3 in 1918 to 83.6 in 1926.

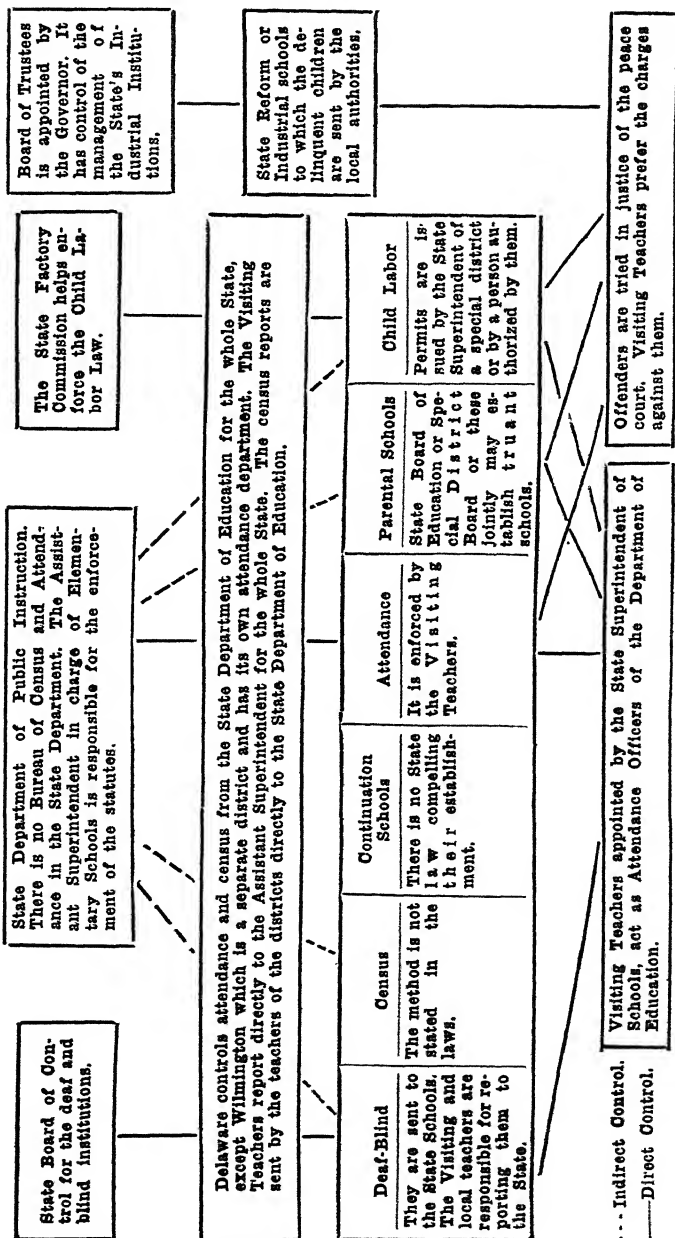
The visiting teachers have a different attitude toward the attendance problem from many attendance officers; effort is made to promote perfect attendance by contests, prizes, through civic organizations, and local Parent Teacher Associations. In this connection a special State Attendance Day²¹ was celebrated for the first time May 26, 1928, in which over 1500 took part. All the children were brought to Dover, the state capitol, where they paraded, listened to speeches by notable men, and were treated to the movies.

When milder forms of enforcement fail, there is machinery provided for compelling attendance. The teachers report cases that need investigation immediately to the visiting teacher of the district. Notice of the

(20) Annual Report of State Department of Public Instruction, Delaware 1928. p254.

(21) State of Delaware, 1928. p197.

DIAGRAM 8 ORGANIZATION OF ATTENDANCE SERVICE IN DELAWARE



absence signed by the assistant state superintendent of schools in charge of the work is sent the parent. If the child has not returned to school within three days legal action is taken. The justices of the peace try the cases and cooperation is such between them and the enforcing officials that a case has never been lost by the state.

The state department has prescribed the teacher's register which must be used, and also forms for monthly absence reports, transfers, census enumeration, and employment certificates. The information required in the teacher's register is similar in part to that required by the other states with uniform systems previously described. The transfers are required to be made in triplicate, one for the child to take to his new school, one for the visiting teacher, and one to be retained by the issuing teacher until the end of the year when it is sent to the state department with her annual report. The census has not been taken since 1924, because of the lack of funds; but when taken, the state prescribes the information which must be gathered in the local districts.

The employment certificates are issued through two agencies. The assistant state superintendent issues them to all children except in the special districts of the state and the City of Wilmington. In these the superintendent of schools or a person authorized by him is responsible to the state department for their issuance and control.

There is no doubt that the attendance laws of Delaware are efficient. The increases shown since the revision of the code proves this; but it is also certain that more provisions would be necessary in the State Department of Education of a larger state for the attendance law to be enforced with equal efficiency. The State of Delaware is no larger than some counties of other states. The chief contribution that this state has made is in the use of visiting teachers. These officers are social workers, and attendance officers only in the last resort. Whether a visiting teacher is a woman or man, this attitude should be the ideal of an attendance officer or supervisor.

SUMMARY

1. The Ohio attendance organization is representative of that of the majority of the states. Little authority is delegated the State Department of Education, and few forms are prescribed by the state, which condition makes accurate accounting of state attendance impossible.

2. Massachusetts is a state which also has little state authority in the enforcement of attendance, but it has enforcement of Child Labor Laws highly centralized in the State Officials. This state also prescribes

state attendance forms which gives assurance to the state officers that the child accounting figures are accurate.

3. The Maryland organization has the authority vested in the county officers with very little in the state, except the education requirement for attendance officers and designation of attendance forms and reports required of all the states.

4. New York and Pennsylvania have local enforcement of the laws but with state supervisors who encourage the local districts in their work. They also have state attendance or child accounting bureaus which prescribe forms for the reports, and tabulate the attendance reports each month from the teachers of the rural districts and principals and superintendents of cities and villages of the whole state. The weakness of this organization seems to be lack of authority delegated the bureaus, no educational standards for attendance officers, and too much office routine and tabulation of statistics which in a way prohibits improvement of the service.

5. Connecticut and Delaware have state enforcement as well as state attendance and child labor forms. This form has proved very satisfactory in Delaware, but this is a small state and the organization could not be recommended for a large state from the results found in it. Connecticut since the beginning has had state officers to enforce attendance but the percentage attendance has not been so great as in many states which have permitted the local officers to enforce the law. There is danger of a passive attitude toward enforcement by the local officers.

6. Indiana has a State Attendance Director who has authority to compel local attendance officers to perform their duty. Very little provision is made in the state department for attendance other than to require reports of local officers with data prescribed by the state attendance director. Educational requirements for local attendance officers are very strict in the interpretation of the Child Labor Laws. This state has the most efficient organization and since the adoption of the present law in 1921 it has raised its attendance standards consistently until in 1926 the percentage attendance was the best of any state in the Union.

CONCLUSIONS

1.. Enforcement of attendance is a function of the local school districts.

2. Local officers will not enforce the law properly unless they feel that they must, and for that reason there should be state supervisors with authority to compel them to do their duty.

3. The educational requirements for local attendance officers should be equivalent to two years of college instruction with special training, in child accounting and welfare work.

4. Teachers registers should be prescribed by the state department in order to account for attendance accurately.

5. It is doubtful whether the State Attendance Department should attempt control of the service by tabulation of teachers reports. The service in Indiana has proved more efficient than that of other states and the compilation of teachers reports has been left to city and county educational officials, with mere summaries of the figures of each district in the state office.

6. Child Labor and Attendance laws should be enforced by the same officers in the state department. It was found that in Indiana the State Industrial Board cooperated with the State Attendance Director and was able to reduce the number of child labor permits to a negligible quantity. Massachusetts had no state attendance department and the local authorities are entirely independent of state child labor officials and there is little assurance that they will cooperate with the State in enforcing the Child Labor Laws.

In this investigation claims were made by the state attendance officials relative to the merits of devices and agencies used to enforce the laws. These claims have been investigated and the merits and defects of the agencies are enumerated in the following chapter.

CHAPTER V

MERITS OF THE AGENCIES PROVIDED BY THE STATES TO CONTROL ATTENDANCE SERVICE

The purpose of this Chapter is to evaluate the agencies provided in the different states to control attendance service. This evaluation is based on the foregoing discussion of the status of the laws, personal investigation of the state departments of eight states, and also on other scientific researches conducted in the field.

The topics will be discussed in the following order:

1. State and local control of attendance.
 - a. Desirable amount of State Supervision. State officers, State Supervisors, and Child Accounting Bureaus.
 - b. Devices used by state departments to increase attendance registers, Investigation of teachers registers in Pennsylvania, use of Perfect Attendance Certificates, Monthly Attendance Reports, and Transfer Cards.
 - c. State Certification of local attendance officers.
 - d. The local unit of attendance: County, District and Township.
 - e. Continuation Schools.
2. Control of Child Enumeration.
3. Control of Delinquency: Courts, Reform Boards, and Parental Schools.
4. Work Certificates: Amount of State Control Desirable.
5. State Control of the Institutions for the Education of Handicapped Children.
6. Desirable Agencies for the Control of Attendance Service.

State and Local Control of Attendance

Desirable Amount of State Supervision

States can have very efficient attendance service without state control. This has been demonstrated in Massachusetts, but this state has been the leader from the beginning in compulsory attendance. After

many years of constant effort through legislation and state control of child labor it has been able to establish itself among the states which have enforced the attendance laws. The trial and error method has proved very costly and other states which in later years passed attendance laws might well have investigated the time required by Massachusetts to eliminate its defects before they accepted the principle of no state supervision of attendance.

Complete state control has been the method used by Connecticut. Here are found state officers from the state department enforcing the law in the local districts. Connecticut has been thought of as being one of the states with very efficient service; but Table 2 shows that twenty other states surpass it in efficiency. Connecticut is a small industrial state which has most of its population in cities and towns where enforcement is relatively easy. The chief difficulty in enforcing the laws is found in rural areas. It is very doubtful whether the attendance officers provided by this State could enforce the law with equal efficiency in a larger rural state which contained the same number of children.

Only one other state, Delaware, has followed Connecticut's lead and provided complete state control. This State is no larger than some counties, hence the state control there might be compared very favorably with county attendance service in Pennsylvania. The chief danger with complete state control is to be found in taking of the initiative from local school officials; too often they will have a passive attitude toward enforcement and do only what the state officers dictate.

The Supervisor of the service established by the other states investigated shows them to be successful in varying degrees. Maryland has established no state supervision, but has relied upon the county officials to enforce the law. Since 1916, when its law was revised, the attendance has increased, but not to the extent to be desired. The unit of attendance was enlarged to include the entire county, but absolute control remained with local officers.

New York and Pennsylvania have established highly organized central offices in the State Department of Education. They have State Supervisors to encourage local officers and help in the interpretation of the law, and have established accounting bureaus to keep a close account of the achievement of the local districts. The control has been left in the hands of local officials, however, and little real authority is given these officials. The local boards might and do appoint illiterate enforcing officers. The achievement, according to the United States Bureau of Education figures, in these states is fairly high. New York in 1926 ranked seventh of all the states and Pennsylvania was sixteenth.

The State report of Pennsylvania shows that since 1922 it has consistently had an attendance percentage as high as any state in the country; but the report of the United States Bureau is accepted in the report because it is the only agent which attempts to arrive at figures which are comparable for all the states.

The value of the complicated bureaus established by these states, New York and Pennsylvania, might be questioned. Every month reports must be made to them by every teacher in the state; but little beside compiling these reports is done by the State Department. The Pennsylvania Bureau sends the compiled reports back to the county and city superintendents, but little is done with them there. The state makes no use of the reports other than publishing the annual statements. The complicated reports required are considered by many of the teachers in Pennsylvania as so much bother, because nothing is ever heard of them again after they are sent in to the state department.

Since it revised its laws, Indiana, has been able to achieve a greater amount of success than any other state. This State recognized the fact that enforcement of attendance is a local function but that local officers fail to enforce the law unless they know they must. A State Attendance Department was established with a Director in charge of the service of the entire State; and to this Director was delegated real authority over local officers. Close cooperation was established between the State Industrial Board and State Attendance Department, so that labor permits were issued to children under sixteen only in case of dire necessity. Reports were required of the local officers which showed the efficiency with which the laws were enforced. When it was found that officers were negligent or incompetent the Director had the right to recommend their removal.

The personnel in the State Attendance Department of Indiana is negligible. There is no central office space especially designed for the director. One clerk in the past has been able to compile the monthly attendance reports sent in by the local districts. When the achievement of this one director and one office clerk is compared with the achievement in New York and Pennsylvania with the complicated accounting systems, many officers and clerks, one must doubt the advisability of the central accounting bureau.

It would seem that the chief difference between the Attendance Director in Indiana and the corresponding officers in New York, Pennsylvania and California lies in the fact that in these last named states the officers have no real authority to compel local officers to perform their duty. A State Attendance Director seems to be very desirable, he should be in the State Department of Education and given authority to

investigate and recommend the removal of the local officers who are incompetent or who refuse to enforce the law.

Devices Used by State Departments to Increase Attendance

Teachers Attendance Register

A device used by all the state departments, except Ohio, was the teachers register and child accounting systems. A study of the registers shows that no two states require data which are entirely alike. When the items were compiled it was found that there was agreement among three or more of the states that the following data were desirable:

1. Number of days schools were in session.
2. Number of different pupils enrolled to date.
3. Number of tardy marks recorded.
4. Aggregate days attended.
5. Percentage of attendance.
6. Average daily attendance.
7. Number of pupils admitted or reentered during the month.

These teacher registers are in some instances very difficult to keep. Each teacher in Pennsylvania must make a report every month of twenty-two items for boys, girls and totals which, when the computation is complete, included one hundred and twenty items. New York requires only ten items to be computed beside the name of each pupil illegally absent for the month and year to date. Maryland has fourteen items. The Delaware report is made for boys, girls, and totals and altogether has forty-three figures to compute. The Indiana report consists of seven items which in turn are subdivided into twenty-one sub-items.

A study was made of teachers attendance registers in Pennsylvania in order to find whether they were desirable. This was accomplished by means of a questionnaire answered by teachers enrolled in a state teachers college.

Investigation of Teachers Registers In Pennsylvania

The attitude of the Pennsylvania teachers toward the state attendance register and reports required by the state department was investigated on a limited scale during the summer of 1929. Twenty-eight teachers and principals in one college and two hundred eighty-six in another were asked to fill out a questionnaire as to how they made out the register, the difficulties encountered, and the abuses of the system. It was realized that teachers would hesitate to state the actual conditions unless protected. In order that they would state the truth it was

explained that no one would know what each one wrote, but that unless it was true and the questionnaire had their signatures the result would be valueless.

Table 29 shows the question asked and the results at the larger college. The data from the smaller college were not used because there were so few who reported and it was from this college that the questions for the study were derived.

Twenty per cent of the teachers stated that the instructions were not clear for making out the register, this would be especially true for the beginning teachers. Question eight proves that the other teachers as well do not understand all the provisions for keeping the register. Two-thirds of the teachers reported that the "First offense" ends at the close of six sessions of unlawful absence. The rules¹ in the teachers register state:

"Give the total number who during the above periods have six or more sessions marked (illegal). These cases must be reported by the teacher to the attendance officer as soon as six such absences have been recorded during the term. The attendance officer should immediately serve the legal written notice on the parent. The first offense is closed at the end of three days after the service of this notice."

"Do you find it difficult to make the register check?" was answered affirmatively by fifty-five or nineteen per cent of the teachers. Eighty-five or thirty per cent reported that it was necessary to "doctor" the figures to make them check. Evidently thirty of these eighty-five found no trouble in making the register check.

From the answers to questions five and six regarding the examination of the teachers records by the principal, one would conclude that as a rule the teachers registers are not checked, whereas nearly all principals check the summary on the yellow card which the teacher turns in at the end of the month. This fact alone would lead to inaccuracies, if the records are to be of most value the data must be checked from the original source and not the summaries.

In the answer to question seven fifty-two and one half per cent of the teachers reported that it is possible to omit some of the material in the summaries each month. Probably many of these figures are zero's which can be omitted without invalidating the report, but when there is such a large per cent there can be little doubt that some have found methods which enable them to calculate the results without the tabulation of some of the necessary data.

(1) Pennsylvania School Attendance Register. p65.

TABLE 29

QUESTIONNAIRE ANSWERS FROM 286 PENNSYLVANIA TEACHERS
KEEPING THE STATE ATTENDANCE TEACHER'S
REGISTER OF PENNSYLVANIA

Position:	Teachers	282	Principals	4
County in which located:		15		
Q. Are instructions for making out the register clear?				
A. Yes, 227; No, 59; per cent No 20.6.				
Q. Do you have trouble with the use of both sessions and days in making out the reports?				
A. Yes, 75; No, 212; per cent Yes 26.1.				
Q. Do you find it difficult to make the register check?				
A. Yes, 55; No, 232; per cent Yes 19.1.				
Q. Is it necessary at time to alter or "doctor" figures to make them check?				
A. Yes, 85; No, 201; per cent Yes 30.0.				
Q. Does your principal or other school official examine your register?				
A. Yes, 138; No, 146; per cent No 51.4.				
Q. Does your principal or other school official check your yellow card summary?				
A. Yes, 241; No, 42; per cent No 15.2.				
Q. Have you found a method by the use of which some of the material in the summaries can be omitted?				
A. Yes, 147; No, 133; per cent Yes 52.5.				
Q. Does the "first offense" end at the end of six sessions?				
A. Yes, 183; No, 90; per cent Yes 66.8.				
Q. Are "Urgent reasons" abused?				
a. Religious holidays and festivals	Yes	119		
b. Party	Yes	10		
c. Children of school board members	Yes	11		
d. Going to town shopping	Yes	131		
e. Going to the theater	Yes	11		
f. Work for parents	Yes	185		
g. Circus and ball game	Yes	17		
h. Out of town	Yes	48		
Q. Do pupils who are sick insist upon coming to school to keep their attendance records perfect?				
A. Yes, 186; No, 90; per cent Yes, 66.2.				
Q. Do you excuse them and mark them present?				
A. Yes, 46; No, 235; per cent Yes 16.3.				
Q. Do you excuse children for other reasons and mark them present in order to keep the record perfect, that is if they report to school?				
A. Yes, 51; No, 230; per cent Yes 18.1.				
Q. Do you record all tardiness in the state register?				
A. Yes, 215; No, 66; per cent No 23.5.				
Q. Do you allow, 2, 5, 10 minutes to elapse after the bell rings before counting tardiness?				
A. 3 minutes, 17; 5 minutes, 43; 10 minutes, 12; No 206.				
Q. Write a brief statement of what you think of the register and if possible what could be done to improve it.				

In answering question ten, the fact that two thirds of the teachers reported that "pupils who are sick insist upon coming to school to keep their attendance records perfect" leads one to doubt the advisability of the use of perfect attendance certificates. These children endanger their own health as well as the health of all the other children in the school. The number attending every day unless sick, or for some other condition over which there is no control, would probably be a better measure of the attendance service than the number whose record was perfect.

The answers to the other questions show evidence that teachers do not literally follow instructions as to the keeping of the register. They excuse children for other reasons than sickness in order to keep the records perfect. Almost one-fourth of them do not record all the tardinesses in the state register, and still a larger per cent permit from three to ten minutes to elapse after the bell has rung before recording tardinesses.

"Urgent reasons" in question nine is a legitimate excuse abused by many schools if the data returned are correct. The worst violations of this seems to be "going to town shopping," "work for parents" and "out of town." Some explained that "religious holidays and festivals" was accepted as a legitimate excuse, but it is doubtful whether any of the other reasons could be so classed.

The honesty of the purpose of these teachers cannot be called into question in the slightest degree on the basis of the data given in the questionnaire. Not all of the teachers answered question fifteen but of those who did the sentiment in general was that the book required too much material; that if the reports checked no one ever heard from them again; and that it was a burden to be borne as lightly as possible. It is true that some thought the register satisfactory and probably many who did not state their sentiments thought so; but the evidence here presented shows that the teachers do not all take the making of the reports as seriously as might be supposed.

The function of the state bureau might be called into question if what the teachers and principals reported in conversation is true. It would be folly to send out a report which did not check even though it did not show the true state of affairs. The teacher first sees that the figures balance, the principal is sure that they do, and in the fourth class districts the county superintendent has the reports checked again before they are finally sent into the accounting bureau of the state.

The query might be raised at this place—why not make the tabulation of the reports the duty of the office of the county superintendent?

Let the Statistical Division of the state summarize the reports for the counties as a whole. At present it makes the mathematical calculations of the accounting bureau anyway. This procedure would allow the child accounting director and his staff time for the really important task of study of child welfare, rather than burial in a mass of statistical detail.

The preparation of teachers attendance registers might well be the function of the statistical division in consultation with the attendance director. Too much uniformity between the states is not necessarily desirable, but certain data should be agreed upon by all the states and the teachers registers should require these data in order to make the reports of one state comparable with the others.

Monthly Attendance Reports

The requirement that monthly reports must be made to the state department by every district in the state has been accepted by six of the eight states investigated, but Indiana has this year discontinued the policy and requires them only semi-annually. These reports as they are used at present are of little value. The compiled reports in Pennsylvania are sent to the county superintendents every month but nothing further is done with them; the annual report of the Education Department of Maryland contains an account of the attendance achievement for each month, but in this state nothing further is done with them. It is very doubtful whether these monthly reports can be justified when it is realized that so much effort is required to make them by the teachers and attendance officers. This effort could very profitably be used in improvement of the service.

Desirability of Register Systems.

When the teachers' registers and the systems used for reporting the data are considered it is found that the Maryland organization has features which seems to recommend it as the most desirable.

The register used is one of the most simple of those studied, the data lend themselves admirably for purposes of comparison. It is impossible to enumerate in detail the various phases of the registers, but as previously stated, Maryland has only fourteen items for the teachers to compute. Of these items Table 30 shows five are calculated from data in other columns.

The register in addition to its simplicity is likewise clear in explaining the calculation of the items. The mistakes made by the

teachers in their reports should be negligible and the state report should be very reliable when published.

The work required to keep the register by the teacher and the reports made each month should not prove an excessive burden. The data required of the principals and superintendents, however, are much more comprehensive; but these officers can devote much more time to the work than can the teacher without injuring the actual class room instruction.

The system used in reporting to the State Department is also simple. The teachers report to the principals, principals combine the reports and send their report to the superintendent and county superintendent. The county official makes a combined report of all the schools and sends a summary of the county to the State Department. This procedure reduces the work to be done by the State Department to a minimum; it likewise divides the state into large units which are very desirable for purposes of comparison with each other.

This system of reporting differs from that in Indiana in two ways: first, the teachers of Maryland, instead of attendance officers, make the reports; second, the city is an integral part of the county unit and all reports are made to the county superintendent, while in Indiana each city which is organized and has its attendance officer sends its reports directly to the state department. This latter difference then is in number of units reporting to the state department rather than in kind

TABLE XXX

DATA IN MARYLAND STATE TEACHERS REGISTER. ITEMS IN MONTHLY REPORTS AND METHOD OF CALCULATION

1929

Items	Data Required	Items Calculated
a	Number of pupils enrolled thus far this year to the end of this month	
b	Number of pupils belonging at the end of last month	
c	Number admitted or reentered	
d	Number transferred or otherwise withdrawn	
e	Number belonging at the end of this month	Sum of items b-c-d
f	Number of sessions tardy	
h	Aggregate days of attendance	
i	Aggregate days of absence	Sum of items g-i
j	Aggregate days belonging	
j-l	Aggregate days not belonging	
k	Days school was in session	
m	Average number of pupils in attendance	Item i-k
n	Average number of pupils belonging	Item j-k
o	Per cent of attendance	Item k-n or i-k

of organization; each state has the county as the unit of attendance service. There is no doubt that the larger Maryland units would require less tabulation work in the state department, but it is also true that both states represent a type of county organization to which belong many other states, and which can be made to work very satisfactorily as evidenced by these states. The weakness with the Indiana system is the lack of a required state teacher's attendance register, and only the method of calculating the data is specified.

The annual reports of the Maryland State Department contains many tables and graphs which show comparison between the different counties of the state. This feature is not found in any of the other large states investigated, all are content with the mere tabulation of the data collected. This is a very desirable feature because county and city officials can see their relative standing with other districts of the state and know whether they are achieving in the attendance service as they should. These analyses are made possible by the fact that there are only a relatively few reports sent to the state department and the statistical division can devote its time to this service rather than burial in a mass of statistical detail required in states like New York and Pennsylvania.

Transfer Cards

Only two states, Pennsylvania and Delaware, attempt the use of state transfer cards. In Pennsylvania the transfer card is sent by the teacher through the mail to the school officials of the town to which the child moves. If the officers fail to find the child the card is sent to the Child Helping and Accounting Bureau, which forwards it to the correct address. The efficiency of this system was doubted and an interview was held with the attendance officer of Harrisburg. This officer explained that the transfer system was of no value to the departments in large cities. A teacher who states that a child has moved to Harrisburg is giving information entirely too indefinite to be of use to the attendance department. The family might move to the city and keep the child out the balance of the year until the enumeration of the children was again taken, unless he was found accidentally by the attendance department.

No efficient transfer systems were found in any of the states because of the lack of interstate relationship. It is impossible to regulate the moving of people from place to place until the states cooperate with each other. A state might attempt a transfer system but the constant moving in and out would prevent any accurate check on the results

unless the state to which the child moves has a similar system and is willing to help in the enforcement of the law.

The only transfer found to be of value was that established in the Cantons of Switzerland². There every child who enters school is issued a "Livret Scholaire," the pupils book, in which is inscribed the essential data relative to his family, his grade, age etc. This book is kept continuous throughout his school career. When his parents contemplate a move to another part of the country the school officials must be notified, and the book is then sent to the new destination. If the child does not then appear at school within a reasonable time the officers are sent after his parents who when found are prosecuted and fined a certain amount for each day the child is unlawfully absent from school.

This system could function on a much larger scale in the United States if the officials of the states would consent to work together and devise some method of prosecuting parents who are willing to deprive the children of their educational opportunity.

State Certification of Local Attendance Officers

Only five states at present require the certification of attendance officers by the State Department of Education. Oregon, Maryland, and Alabama, now require all who are certified to have two years normal school education and Indiana has only this past year, June 1929, raised its standards so that no community may employ an attendance officer who is not a high school graduate.

The experience of the State Attendance Department in Indiana shows the need of educated attendance officers. There³ it was found that one-third of the officers were unable to distinguish between legal and illegal absences. This mistake invalidated the data of the whole annual report for that factor. The teachers of Pennsylvania also show a lack of knowledge of the method of calculating the attendance reports. A thoroughly trained attendance officer could be of inestimable value to the service, and should make the data sent to the state department of much more value than it is at present.

No recommendation is made in the Osceola Code for the certification of attendance officers, but the division is established in the State Department of Education, for the certification of teachers. Since the formulation of the code, the ideal held for local attendance service has

(2) Collings, W. C. Unpublished Article.

(3) Vol. 3, No. 7, "Hoosier Attendance Officer." p3.

broadened a great deal. Emmons⁴ has stated the objectives of modern attendance to be:

1. To secure an accurate continuing census as a basis for the enforcement of attendance and child labor laws.
2. To keep all children in school by removing the causes of absence, by securing medical or nursing aid, and by providing food, clothing or scholarship.
3. To help solve the children's problems. It believes that the more it knows about the child, his home, his environment, and his mental and physical peculiarities, the better it can serve the child and the school.
4. To supervise the young workers in industry.
5. To study the delinquent child before he is brought into court and endeavor to reform him if there is any way open to success in this endeavor.
6. To determine the true causes of truance and to bring all the social and educational facilities of the community to meet the needs of the individual child.

It would seem that the logical agent to certify the attendance officer should be the Certification Department. This department is equipped to investigate, file, and issue certificates to the candidates. The educational requirements might well be established by the State Department of Education just as it established the requirements for teachers.

The Local Unit for Attendance Service

The units for attendance service have already been established in the states. The New England States found the township best, the North Central and Western States accepted the County District, and the Southern States have the County as the Unit.

No recommendation should be made to change these units because the New England States have been able to enforce the laws very efficiently with the Township unit. Some of the states with district systems in the Central and Western groups have been very successful and the experience in Maryland and Oregon show that the county can make a very desirable unit. Rather than recommend a change in the local organization, the organization in states typical of these three types of organization might be recommended: Massachusetts for New England, Indiana for the North Central and Maryland for the Southern States.

The Number of Children Per Attendance Officer.

The number of children per attendance officer has been defined in the laws of four states. Alabama, Arizona and Indiana require towns with 2,000 or more children, and Tennessee requires towns with 5000 or more, to employ attendance officers. Neither of these figures could be used as a basis for the determination of the proper number of children

(4) Emmons, F. E. *City School Attendance Service*. p157.

one attendance officer can care for properly, except to determine the minimum number for the appointment of the first officer.

McGinnis⁵ found that for 185 cities ranging from 20,000 to 50,000 population with an average of 32,923 that there was an average of 4,266 children per attendance officer. Emmons⁶ estimated from his intensive study of fifteen cities that one attendance officer could care for about 3000 children.

While this smaller number might be more desirable, current practice in the cities would indicate that one officer for each 4000 children would be more acceptable in an attendance law at this time.

Control of Continuation Schools

Continuation schools have been a necessity in the past because of the laxness with which attendance laws were enforced and the large number of illiterate immigrants coming to the United States every year. It was shown in Chapter II that only three states require attendance until the age of sixteen before a work permit can be secured. If the age limit should be raised to the sixteenth birthday for securing a work permit there will be no need of continuation schools for native born Americans. The immigration laws were revised in 1924 and the number of foreigners entering the country since has been reduced to approximately⁷ 300,000 a year. Those in this number who are illiterate could be cared for very easily in Americanization classes and in this manner eliminate the continuation school, which is a very costly phase of attendance service.

The status of the continuation school was investigated by the Federal Government⁸ in twenty-six towns over a wide area of the United States. The conclusions reached was that: "Several states have compulsory attendance which they do not enforce." It was recommended that:

"If a compulsory attendance law is on the state books and is not enforced, the influence of and respect for the State Department of Education is materially weakened. The law should be enforced, modified in such a manner that it can be enforced, or else repealed."

Control of Child Enumeration

The census is recognized by all the states as a local duty but the data required are prescribed by the state. It was found by the questionnaire study that twenty-nine of the states place the responsibility on the district school board in rural areas and seven other states specify

(5) McGinnis, William C. *School Administrative and Supervisory Organization in Cities of 20,000 to 50,000 population*, 1929, p66.

(6) Emmons, F. E. *City School Attendance Service*. p61 and 158.

(7) *Almanac and World Book of Facts*, 1928. p256.

(8) *Federal Board of Vocational Education Bulletin* 73, 1922, p22.

the teacher, county superintendent, or county attendance officer. In the cities, the officers are specified in thirty-three of the states, and enumerators are designated in the other states. The duty then is accepted for the most part as that of the local school officials.

While the responsibility for having the census taken might well be that of the school officials the party who should be responsible is the attendance officer. It is he who should know the location of the families and the number of children in each. No other method of learning the school population could be quite so effective as taking, or supervising the enumeration of the children.

The withholding of state aid for failure to take the census might be desirable, but a much more effective method would be that followed by Indiana, have officers removed who fail to do their duty.

State Control of Delinquency

The state reformatories are under the control of some state Board in all the states. The Department of Education is designated in six states. The management of these institutions might well be vested in a board of trustees but the control of the education of the inmates should be the function of the state department of education. These children, although misfits in society, are entitled to the same consideration as normal children in the public schools. They should be required to attend classes and take work under the supervision of teachers with the same educational qualifications as teachers in the public schools. No board of lay members knows what is best in education, nor does it know whether the proper precautions are taken to protect the educational interests of these children. Their education should be under the direct supervision of the state superintendent of schools.

The name of the Board should be indicative of its function; rather than "Board of Trustees" or "Board of Control." It might well be called the "State Child Welfare Board."

The number of members on the Board was found to be five in fifteen states, and the next largest number was three members represented by ten of the states. Seventeen states have a larger number than five, and eight do not state definitely how many are on the Board. Five members seems to be the most desirable number for the Board. Where there are only three, one strong member can dominate one other and control the actions of the Board; but where there are five members it is much more difficult to assume control of the Board. A large number on the Board is undesirable because it is unwieldy; it is very difficult to find a suitable time when all can meet, and the expense of

a large number of members for transportation, hotel, and food can not be justified.

These officers are appointees of the governor in every state, but usually with the consent of the senate. Ten states provide that the governor himself should be either an ex-officio or active member of the Board. Cubberley⁹ has formulated a set of "Fundamental Principles" which might well govern the form of the State Department of Education. One of these principles is that "There should be no ex-officio members on the board. The general experience with boards of education everywhere is that ex-officio members are neither useful nor helpful. The Governor himself should not be a member of the board. On the contrary he should select the members to do the work, and let them alone." In a foot note it was explained that the experiences of cities where the mayor was an ex-officio member the actions of the body were too frequently controlled by the exigencies of politics. The same principle which governs in the appointment of these boards should govern other appointive boards.

The parental schools established by the local communities are at present under their control and might well so remain. The state officers should have the right to investigate conditions in them and be reasonably sure that they are properly administered.

The courts designated by the different states in the questionnaire for the prosecution of delinquent children do not reveal the true state of affairs. In many replies it was stated that children were tried in juvenile courts. An investigation made by the United States Department of Labor¹⁰ shows the status of the courts established especially for the trial of juvenile cases. It was found that for the country as a whole, in 1918, there were approximately 175,000 cases tried in courts in cities between 5000 and 25,000 population; of this number only 50,000 cases had been tried in courts especially for children. In another study¹¹, figures were given which showed that only cities of 100,000 population or over have provided 100 per cent courts especially designed to care for delinquent children. These cities contain about 25 per cent of the population. Thru rural areas which contain about 55 per cent of the children population provide special courts for them in only sixteen per cent of the cases.

Work Certificates, Amount Of State Control Desirable

Only six states use the title "child" for the state agencies established to control child labor. The responsibility is usually intrusted to the

(9) Cubberley, E. P. *State School Administration*. p291.

(10) Beldon, W. "Courts in the United States Hearing Childrens Cases.

(11) Lenroot, K. and Lundberg, E. O. "Juvenile Courts at Work," U. S. Childrens Bureau Bulletin Number 141. p2.

state labor commission although there are many titles used for it in the different states.

Child labor is a phase of attendance service and is so recognized by the states which delegate the issuance of work permits to local school authorities. Table 25 shows that some state control of the issuance of work permits has been exercised in only eleven states and in most of them the attendance laws are satisfactorily enforced.

The method proposed for the issuance of work permits was stated in the Osceola Code¹² to be:

"All age certificates and work permits shall be issued from the office of the attendance officer for the school district."

That this provision is not sufficient to insure enforcement of the law was shown in a series of investigations conducted by the United States Department of Labor¹³ in the states of Connecticut, New York, Maryland, Wisconsin and a fifth study which was a very comprehensive investigation based on the findings of the four previous researches, a study of two other states, Ohio and Massachusetts, and of five cities in as many other states. In this last report a practical analysis was made of the most important features of the successful methods used in connection with child labor and the issuance of employment certificates.

The recommendations¹⁴ made as a result of this study were (a) responsibility of all the agencies concerned in the enforcement of the child labor law should be defined by law; (b) certificates should be issued through only one person in each district, and the jurisdiction of an issuing authority should be defined by law or administrative regulations; (c) delegation of authority should be to only one person; (d) administrative discretion should be exercised by state officials authorized to direct and supervise the work of local issuing officers; (e) the work should be supervised by some competent and properly equipped state agency.

Any recommendation made should take the results of these investigations into consideration.

Since child labor is a phase of attendance service, the control exercised by the state in the enforcement of the law should be through the State Department of Education rather than the Department of Labor. A State Child Labor Supervisor should be appointed who has the same authority over child labor as the state attendance supervisor

(12) Cubberley, E. P. *Op. Cit.* p203.

(13) "Administration of Child Labor Laws," U. S. Childrens Bureau Bulletin Number 12, 1925 of Connecticut; Bulletin Number 17, 1919 of New York; Bulletin Number 41, 1919 of Maryland; Bulletin Number 85, 1921 of Wisconsin; and Bulletin Number 133, 1924 of the last study.

(14) *Op. Cit.* No. 133. pp18-44.

has over attendance in the local districts. These two officers might well be placed in the same division and under the same director.

If these two officers, the Supervisor of Attendance and Supervisor of Child Labor were placed in one division too much authority should not be vested in them. They should be officers to investigate conditions and report their findings to the Director in charge of the Division. The Director when he thought investigation of the work of certain local officers necessary could personally study the problem and take action suited to the offense. There is danger where state supervisors have too much power over local officials that instead of friendly cooperation there is apt to be a feeling of hostility between them and the constant fear on the part of the local officer that he will lose his position. If these supervisors must report to a director the results of their findings they will not dare exaggerate when they know that the director will investigate and find the exact status for himself. This provision will protect the interests of both the state and the local communities.

State Control Of The Institutions For The Education of the Handicapped Children

The state control of institutions for handicapped, blind and deaf, children is vested in boards similarly organized as for the control of reform institutions. Table 22 shows that in all but four instances they are called "Boards" and that "Board of Control" is most frequently used. Table 22 shows that ten states have boards with five members.

There is no reason why these institutions should not be under the same board as the reform institutions. The care of these handicapped children must be provided for and their education is equally as important as that of delinquent children. One board of five members could transact the business of the institutions for the blind and deaf and for the reform schools at one time. This would save much time and expense for the people of the state and also relieve the governor of many unnecessary appointments. The "State Child Welfare Board" of five members seems to be desirable for the control of all state child institutions.

The education of the children in these schools is at present under the control of the Boards. This is wrong in principle as it was with the reformatories. The education of these children is a highly specialized branch of teaching service and the best agent in the state should have oversight of the entire service. No other agency is equipped as the State Department of Education and it is recommended that it should have complete charge of the education of all handicapped children in

the institutions. This recommendation is similar to that made in the Osceola Code¹⁵ for defectives of all kinds in state institutions.

Desirable Agencies for the Control of Attendance Service

The following agencies proposed are, like the desirable attendance requirements enumerated in Chapter III, based on the status of the laws in states which have efficient attendance service, and the findings in the eight states which were investigated in this study.

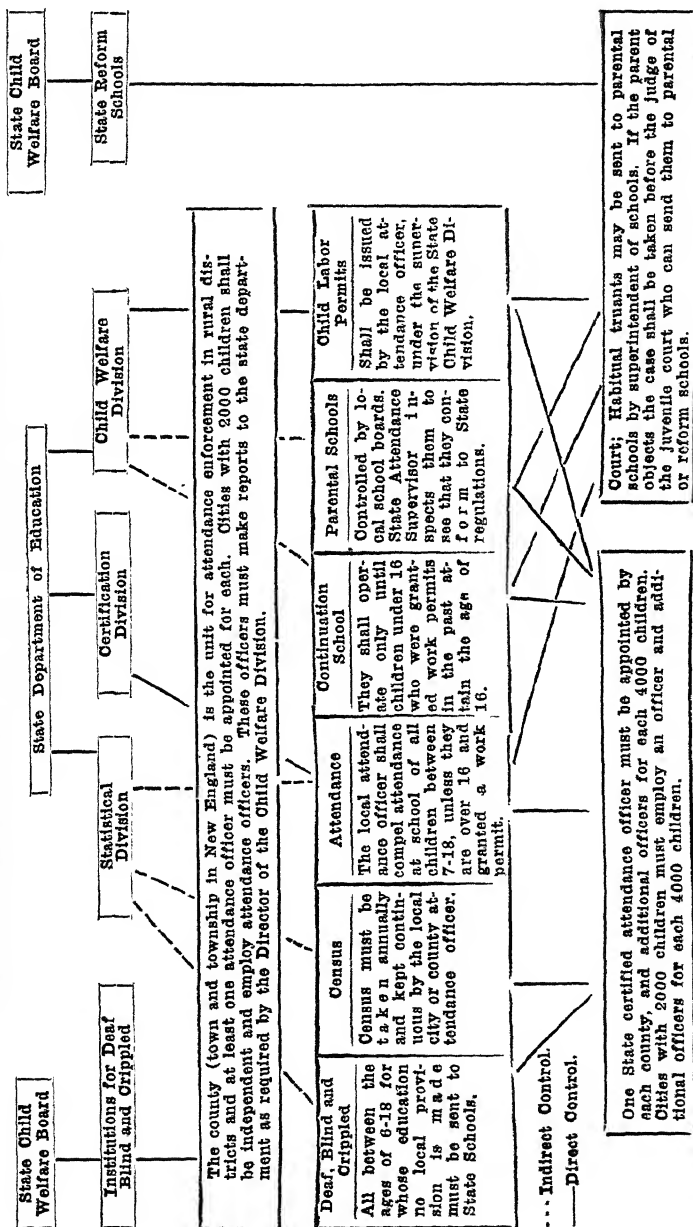
These recommendations are not intended to serve as an attendance law, but as desirable standards which an attendance law should contain.

Diagram 9 is a representation of what seems the most desirable form for state and local organization of attendance service. This diagram is a representation in graphic form of the following recommendations.

1. A State Child Welfare Division in the State Department of Education.
 - a. The Director of this Division has control of the state attendance service organization. The officers in the departments are Attendance Supervisors and Child Labor Supervisors. The Director has the power to recommend to the Commissioner of Education the removal of incompetent local attendance officers.
 - b. The State Attendance Supervisors should investigate attendance conditions existing in the state, help local officers interpret the law, and make reports demanded by the Director. The State Child Labor Supervisors should investigate Child Labor conditions in the state and make reports to the Director of the Division of violations of the law.
2. The State Child Welfare Division should cooperate with Child Welfare Divisions of other states in the establishment of efficient pupil transfer system.
3. The State Child Welfare Department should cooperate with the Statistical Division of the Department in the formulation of data and methods of preparing teachers attendance registers and reports.
4. The Certification Division of the State Department of Education should investigate the qualifications and issue certificates only to those applicants for positions as attendance officers who have had the equivalent of two or more years of college training and special courses in attendance service.

(15) Cubberley, E. P. Op. Cit. p208.

DIAGRAM 9 A DESIRABLE STATE ATTENDANCE ORGANIZATION



5. The Statistical Division should compile the attendance statistics of the semi-annual reports from the local districts.
6. Attendance officers should be appointed for each county, in the states with the county or district system, and for each township in the New England States. Additional officers should be appointed at the rate of one for each four thousand children. Cities with two thousand or more children should be permitted to organize into independent attendance districts and employ their own attendance officers. One attendance officer should be required for the first two thousand children and an additional officer for each four thousand thereafter.
7. The local school board is responsible to the state for the enumeration but the duty should be delegated to the attendance officer of the county, district, town or city. The data collected must be on forms prescribed by the state department.
8. Delinquent children should be tried only in specially designed courts to try childrens' cases.
9. The control of parental schools should be vested in local school authorities.
10. Work certificates should be issued by the local attendance officer. These permits should be made out on forms prescribed by the Child Welfare Department, and an accounting made to the Director of that department at regular intervals which should be determined by the director. The Child Welfare Director should have the power of revoking work permits improperly issued.
11. The State agency for the management of State Institutions should be the same for both the reformatories and institutions for handicapped children. It might well be called the "State Child Welfare Board;" and be composed of five members who are appointed by the governor with the consent of the senate. Each member should be appointed for a term of five years, one being appointed each year.
12. The education of all children in state institutions should be under the control of the State Board of Education, and every opportunity should be provided to make these children self-respecting and self-supporting individuals.

CONCLUSION

There is little doubt that the cause of poor school attendance in many of the states is due to the lack of provision on the statutes, definitely defining which children must attend school, the length of time

they must attend, and the penalty for non-attendance. There is no doubt also that much of the non-attendance is due to the lack of enforcing agencies provided in the laws.

All but two states have accepted enforcement of the law as a local function, and this is in keeping with American democratic ideals. A study of local enforcement, however, in states which do enforce the laws reveals the fact that in many instances there is very real state supervision in some phase of the service. Massachusetts' Child Labor Laws are so strictly enforced by state officials that attendance laws do not need strict supervision. All the other states, the seven studied except Ohio, have some very real form of state supervision.

The extent to which New York and Pennsylvania have gone in establishing the complicated accounting bureaus might well be questioned when the way that the teachers of Pennsylvania keep the attendance registers and make reports to the State Bureau is considered.

Indiana seems to have found the best solution for the problem, that is enforcement by local attendance officers who are approved by and who may be removed by the State Attendance Director. Local enforcing officials in the past have been men who themselves had very little education and who could not see the value of strict enforcement of the law. With educated, intelligent officers, who realize that they retain their position only as long as they are willing to do their duty, we may expect the attendance service of the future to be much more efficient than was formerly thought possible.

The problem of attendance is one not for one state alone to consider; it is a problem of inter-state relationships, and when people are permitted to move from one part of a state to another and also one state to another state, without informing the school officers of either place of their intentions, we cannot expect laws to function as they should. One of the greatest needs of today in the attendance service is an efficient transfer system which will not only function in one state but also between states as well.

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